

Department of Planning and Community Development Documents Library – Document Cover Sheet

Title of Document: Fort Norfolk District Conceptual Master Plan and Proposed Site Specific Development Guidelines

Prepared By: Urban Design Associates

Prepared For: City of Norfolk

Date of Preparation: March 2005

Status (as of January 2012): No action taken by City Council to adopt this plan. Some plan actions reaffirmed by City Council in 2009.

Civic League(s)/Organization(s) Affected: Eastern Virginia Medical Center, Ghent Neighborhood League

The information included in this document may not reflect current City of Norfolk policy. For more information on this document, contact the City of Norfolk Department of Planning and Community Development.



Table of Contents

Acknowledgements

Executive Summary

I

Forward

The Vision

Context

8

I Purpose

II Previous Planning Work

III Site Analysis

IV Design Principles

Design Plan

20

I Public Infrastructure

II Parks & Open Space

III Public Transit

Design Guidelines

33

I Conceptual Master Plan

II Site Specific Criteria

Appendices

49

I Chapter 8: General Regulations for
Downtown Districts

II 8-5 Waterfront Mixed Use District D-5

Acknowledgements

City Council Members

Paul D. Fraim, *Mayor*
Daun Sessoms Hester, *Vice-Mayor*
Anthony L. Burfoot
Paul R. Riddick
Barclay C. Winn
Donald L. Williams
W. Randy Wright

Planning Commission

Barbara Zoby, *Chair*
Mark B. Warlick, *Vice-Chair*
Keela Boose-Jackson
Lisa Chandler
Kerry Lynch
Christine E. Smith
Syble Stone

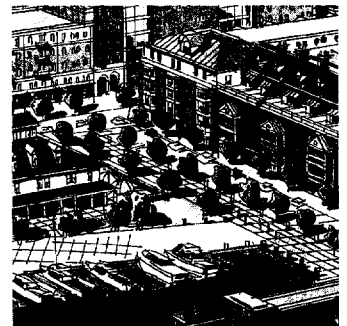
Fort Norfolk Steering Committee

Paul D. Fraim, *Mayor*
Barclay C. Winn, *Councilman*
Regina V.K. Williams, *City Manager*
Jeff Muzzy, *Assistant City Manager*
Stanley Stein, *Assistant City Manager*
Tim Polk, *Director of Planning and Community Development*
Rod Woolard, *Director of Development*
John Keifer, *Director of Public Works*
Kristen Lentz, *Director of Utilities*
Shep Miller, *Chair, NRHA Board of Commissioners*
Shurl Montgomery, *Executive Director, NRHA*
Jim Gehman, *Deputy Director, NRHA*

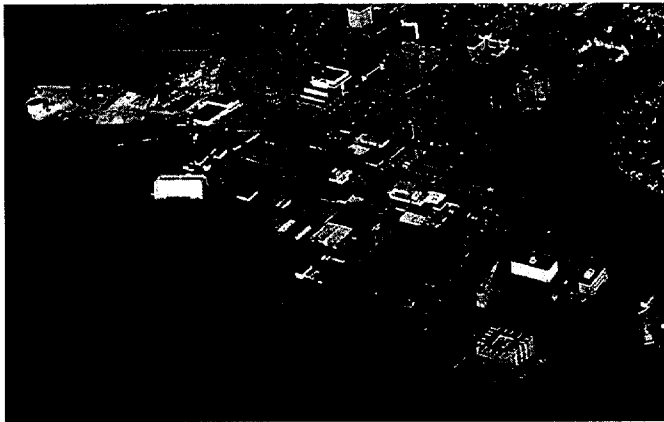
Project Staff

Randi Brown Ferraro, *Department of Development*
Jim Gildea, *Department of Planning & Community Development*
Kevin Kluzak, *Department of Public Works*
Pete Fortin, *Department of Utilities*

Executive Summary



Forward



NORFOLK HAS, FOR A NUMBER OF YEARS, HAD A VISION OF change for the geographic district lying south of Brambleton Avenue and fronting the Elizabeth River between the vicinity of the Midtown Tunnel interchange to the west and Smith Creek separating it from the Downtown core on the east. This vision acknowledged that the role of the district would change from predominantly a working waterfront and business district to a mixed-use district more like Downtown in character.

In 1992, the portion of the district along Brambleton Avenue was zoned IN-2: Institutional Campus District, reflecting the role envisioned for that sector as an extension of the Medical Center. Then in 1998, the City re-zoned the area east of the Fort Norfolk Federal property and south of the IN-2 district to a new zoning classification created especially for the area, entitled D-5: Waterfront Mixed Use District. This new zoning classification was deliberately patterned after the zoning districts covering Downtown Norfolk, and signaled to the various stakeholders that the City vision of this area is for it to become more downtown-like in character, with a fairly dense mix of residential and business uses, public access to the waterfront, and a rich urban character reflecting high-quality urban design. Fundamental in this zoning approach is the public review of proposed development, whether for a single building on a single parcel or for a more extensive area of development with multiple elements.

Subsequently, an Urban Land Institute Advisory Services Panel convened in 2002 validated and added dimension to the vision. In that same general time frame, a group of Norfolk residents coalesced to create a vision of a major full service retirement community to be located at the foot of Colley Avenue, adjacent to historic Fort Norfolk. Today, having enjoyed an overwhelming market acceptance, that pioneering vision is under construction as the Harbor's Edge at Fort Norfolk continuing care retirement community.

The Downtown zoning districts, including the D-5 district for Fort Norfolk, offer the opportunity for the City, acting through the Design Review Committee and the Planning Commission with the concurrence of the City Council, to establish design guidelines to guide the development of private projects and associated public reviews of the proposed development projects. Prior to issuance of a building permit, the City Council must approve a Downtown Development Certificate for each project.

In 2004, the City commissioned the firm of Urban Design Associates of Pittsburgh, Pennsylvania to draft design guidelines to further develop the vision of the Fort Norfolk District, consistent with the vision laid out by the ULI Panel. The assignment targeted the 30-acre area from the Fort Norfolk compound of the Army Corps of Engineers east to Smith Creek. At the same time, the City hired the URS Corporation to develop an engineering infrastructure master plan and an urban design infrastructure framework plan to guide infrastructure development reflective of the uses and densities envisioned in the design guidelines developed for the 30 acres. Work on the engineering infrastructure master plan assumed similar levels of intensity would be generated by future redevelopment of the western 20 acres foreseen by the ULI Panel to develop as a future phase of development.

The City owns little land in the Fort

Norfolk District except for the public rights-of-way. The vision for a flourishing, mixed-use district is one that will develop over time and depends on present property owners seeing the opportunity reflected in the district zoning and these design guidelines. In the meantime, current property uses deemed productive by their owners may continue.

The Fort Norfolk Conceptual Master Plan and Proposed Site Specific Development Guidelines necessarily depict a three-dimensional view of the Fort Norfolk District when it has been fully developed. Many changes, such as significant shoreline alteration, are envisioned in addition to the development of high-density residential and business uses with self-supporting parking, high design values, public access to the waterfront, and protection of waterfront view corridors. While property owner decisions, specific development proposals, and various approvals issued will undoubtedly vary from the illustrations in some details, there is high confidence that the principles and values reflected in the illustrations will guide, and be achieved, through the planning and development processes including the review and approval of Downtown Development Certificates. These results will be reinforced by the City's reliance on the engineering infrastructure master plan and the associated urban design infrastructure framework plan as it lays out and constructs the phased replacement and upgrading of the district infrastructure.

The Vision



THE FORT NORFOLK DISTRICT WILL BECOME A NEW, mixed-use waterfront neighborhood rich in character containing diverse housing and employment options along with supporting uses. Along its Brambleton Avenue frontage, the neighborhood will accommodate expansion of the Eastern Virginia Medical Center and associated uses on underdeveloped land already earmarked for such uses. The environment around the historic Fort Norfolk, for which the district is named, will be improved with trails, a visitors center, and a public space to provide the Fort with a more prominent and dignified setting and increased public accessibility. The primary public focus of the new neighborhood will be a new waterfront park, promenade, and anchorage for boats and ships. Streets and walkways will lead to the waterfront, which will remain public and accessible to all.

A framework of streets will be based upon the existing grid and developed to provide improved mobility within the neighborhood while creating well-scaled development parcels. The streets will be developed in the same manner as in Norfolk's Downtown neighborhoods with attractive paving, street trees, lighting, on-street parking, and adequate travel lanes and turn lanes where needed. All north-south streets will lead to the public waterfront, and some will feature park spaces and increased setbacks to open view corridors to the water from well within the neighborhood.

The existing inlets will be partially filled in or altered in dimension to create protected anchorage as foci of boating and water-oriented activity in the community. Combined with a waterfront park, promenade, and restaurants, the character of the Fort Norfolk District will be defined by the water and connected public spaces. Such places will reinforce and continue the City's efforts to connect neighborhoods and activities to the waterfront that historically shaped them.

Residential Neighborhood

Historically, Front Street, in the Fort Norfolk District, connected this area to Freemason Harbor and Downtown Norfolk. As such, this street will extend the scale of Freemason Harbor, a premier waterfront residential neighborhood within the Downtown, to the Fort Norfolk District. Over time, a physical link between the two areas is proposed in the form of a pedestrian bridge over Smith Creek. A second phase of Harbor's Edge may also be constructed in some configuration. Front Street will be lined with three-and-four-story townhouses and apartments, typical of traditional Norfolk

neighborhoods. The other streets of Fort Norfolk will be lined predominantly by four-to-five-story residential buildings. Residential towers will rise above street-oriented buildings, though set back from the streets so as to not be perceived by pedestrians at ground level. These residential towers provide development density and will be oriented to take full advantage of the fabulous views of the Elizabeth River and Downtown Norfolk. Parking garages, serving all uses, will be located mid-block, concealed by residential buildings.



Office Campus

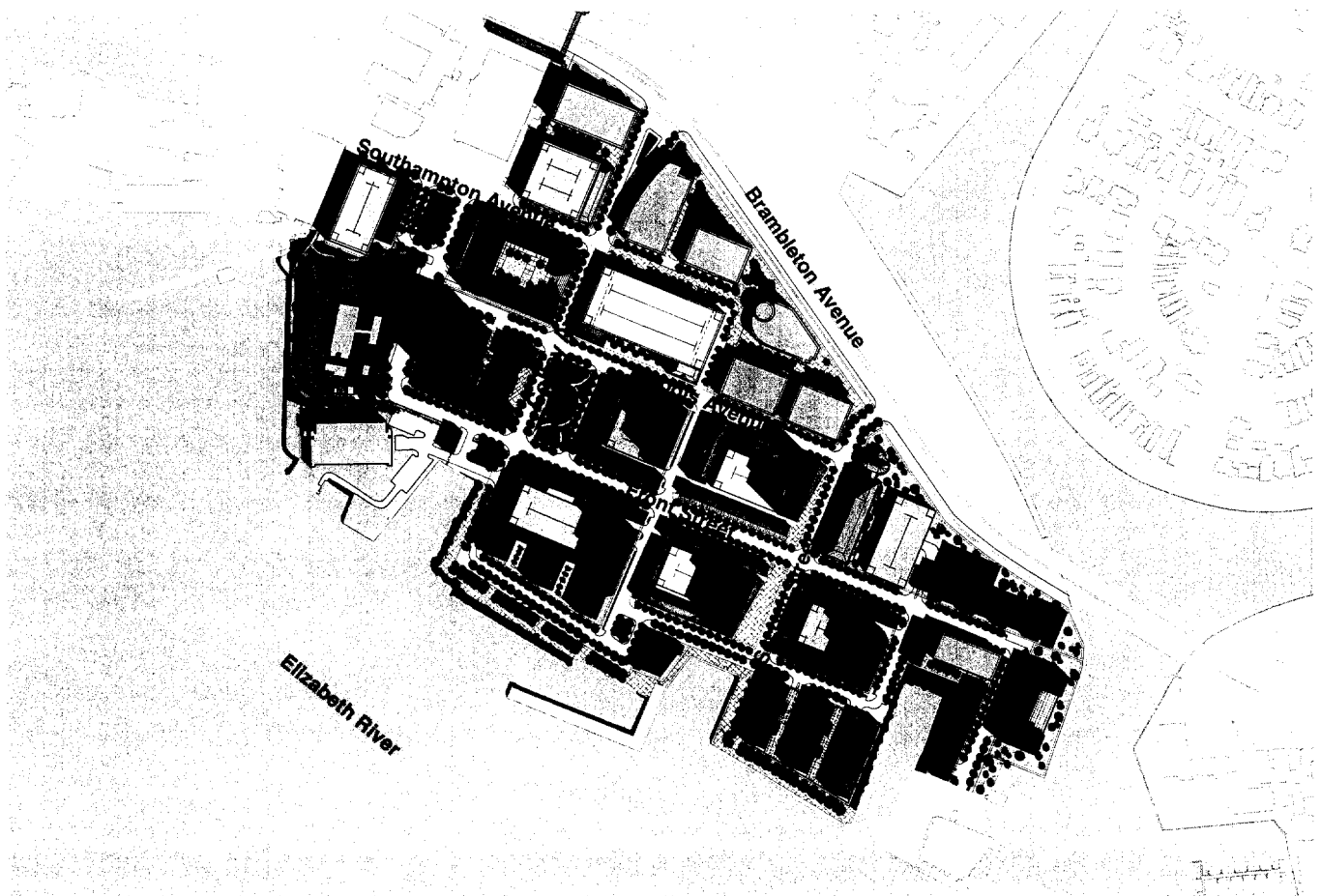
A new, urban office campus will be developed just east of the Colley Avenue intersection with Brambleton Avenue. The creation of this commercial area will allow for the development of approximately 400,000 square feet of new office and research buildings. These structures will claim Brambleton Avenue as an address, as well as establish a presence for the new district. This approach will enable the buildings to share central parking and connect to each other across landscaped spaces proximate to the proposed light rail transit corridor.

Parks

A variety of green spaces will establish the character of the neighborhood as one that addresses the water. A new town square will be created at the corner of Colley Avenue and Front Street, which will be surrounded by neighborhood convenience retail and services. This park will become the focus of community celebrations, functions, and gatherings. In addition, all streets will have landscaped sidewalks, and the Elizabeth River Trail, routed along Fort Norfolk's waterfront, will connect the district to the City-wide open space and trail system.

Conceptual Master Plan

The redevelopment of the Fort Norfolk District includes a variety of uses and scales, arranged and developed in harmony with one another.





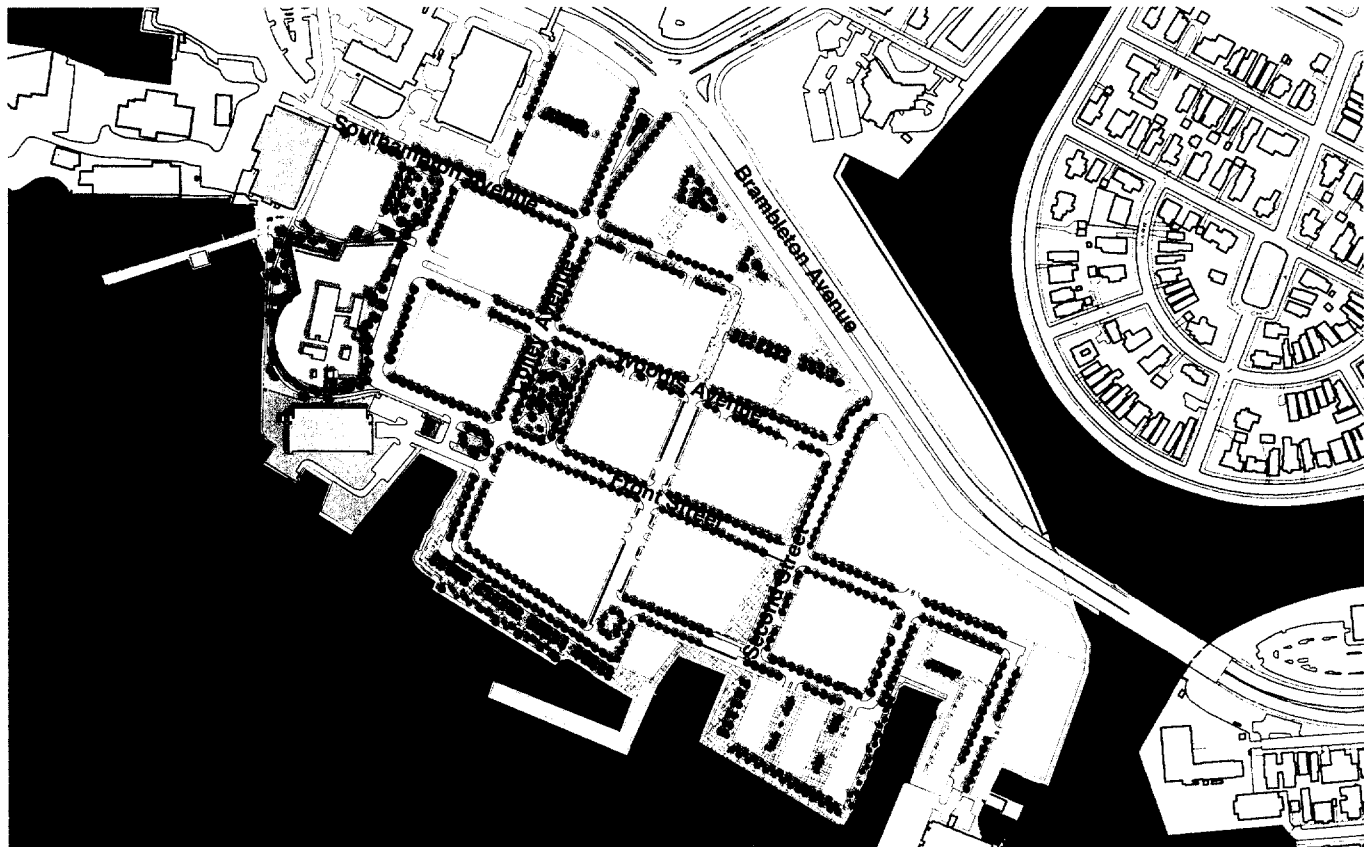
**View of
Front Street**

(left)
Front Street maintains
the scale and character
of townhouse streets
typical of Norfolk
neighborhoods.

7

**Framework of
Open Space**

(below)
Neighborhood parks,
connected by tree-lined
streets and the
Elizabeth River Trail,
lead to the public
waterfront promenade
and historic Fort
Norfolk which define
the area's character.



Context



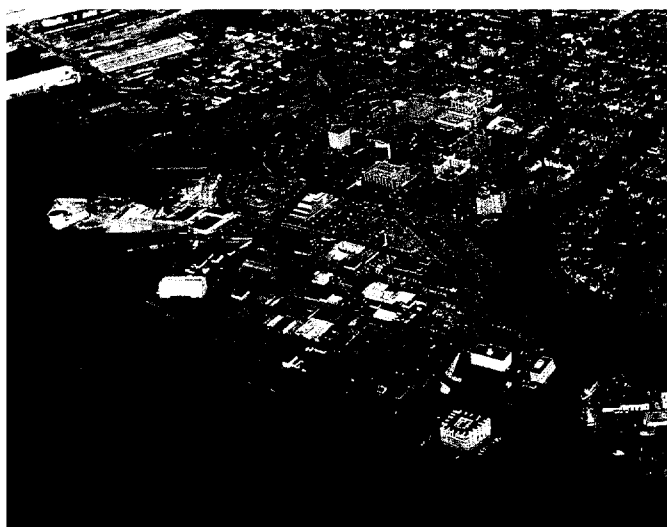
I Purpose

THE FORT NORFOLK DISTRICT, formerly referred to as Atlantic City, is one of the most spectacular and strategically-located waterfront, urban housing sites on the Atlantic seaboard. The Fort Norfolk District represents one of the City's largest and last opportunities to significantly add new and diverse housing units to its inventory. Located on the western edge of Downtown Norfolk, adjacent to regional roadways, stable neighborhoods, large employment centers, and a highly-valued waterfront, the 50-acre area is well-situated for redevelopment.

The purpose of this report is to provide an urban design framework and design guidelines for the incremental, eventual redevelopment of the area. The report establishes the development capacity of the site and defines a mix of building types and uses on individual blocks. In the 30-acre area which is the primary focus of this set of guidelines, land uses and intensities are detailed and have been used by the Public Works and Utilities Department to define the infrastructure capacities required to serve the planned future development of the entire Fort Norfolk District. A concurrent infrastructure improvements plan has been developed by the URS Corporation to guide consistent infrastructure development.

Aerial Photograph

Situated on the Elizabeth River, the Fort Norfolk District is a peninsula of development strategically located to continue Norfolk's city building from Downtown.



II Previous Planning Work

Downtown Norfolk Master Plan and Updates

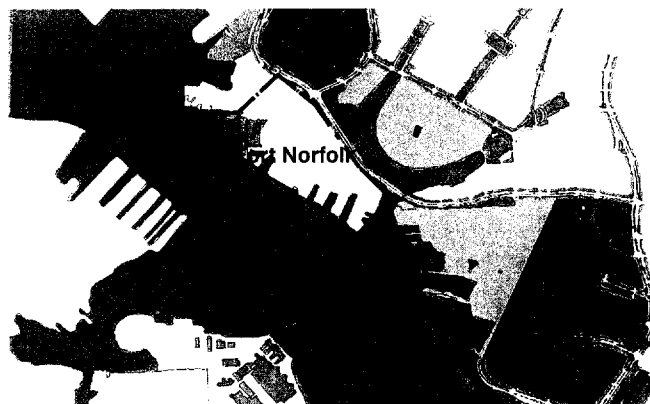
10

The current round of planning for the Fort Norfolk District, historically referred to as Atlantic City, began in the mid-1990s. Earlier thinking had foreseen the time when this area would be developed at downtown densities with standards similar to Downtown Norfolk. However, the Downtown 2000 Plan Update issued by the City in 1997 included acknowledgment that it was timely to include this area in downtown planning initiatives, thus giving impetus to the Fort Norfolk District concept.

The Downtown Context

The Fort Norfolk neighborhood provides a significant opportunity to extend Downtown's successful mixed-use development and high-density housing along the Elizabeth River. In terms of scale, the area is comparable to Downtown itself, as well as the hospital complex to its north.





Adjacencies & Opportunities

Proximate to strong in-town neighborhoods, medical facilities, Downtown Norfolk, and bordering the Elizabeth River, this area is poised to become a vibrant, mixed-use district.

II

The inclusion of the Fort Norfolk District in the Downtown Plan was logical because of its relationship to the Downtown Core:

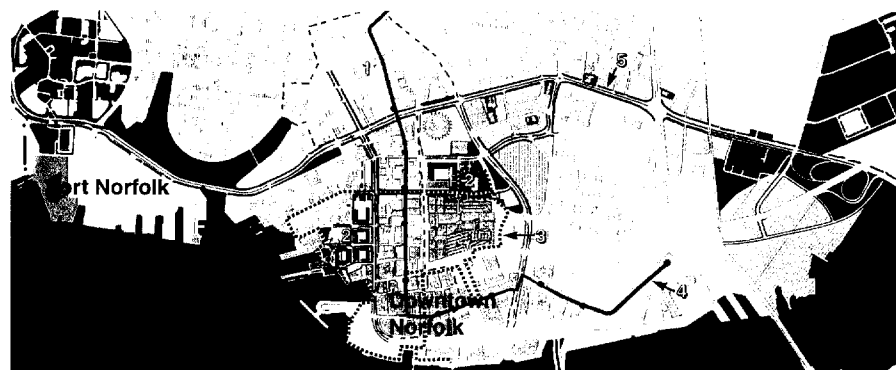
- The district is located at the western end of Brambleton Avenue, a key corridor through the City that organizes several varying and important development opportunities.
- The district provides the potential to significantly expand and diversify the residential base of Downtown.
- The district is located adjacent to the Eastern Virginia Medical Center complex (10,000 employees), and offers potential for additional office space for it and other users.
- The district provides an opportunity

to extend the Elizabeth River Trail to connect to the developing Downtown waterfront park system.

The Downtown 2000 Plan states:

“Atlantic City, on the west waterfront, is positioned for an almost complete change of use in the future, with the inner areas becoming a bio-medical research district and the waterfront offering a potential future site for water-oriented residential buildings and related activities.”

The Fort Norfolk District is now poised to redevelop and continue to address the objectives of the Downtown 2000 Plan Update due to the prior successful and supportive implementation of other Plan elements in the Downtown.



Plan for Downtown Norfolk 2000

The Fort Norfolk District extends the realization of Norfolk's mixed-use Downtown westward.

Urban Land Institute Advisory Services Panel

In 2002, the Fort Norfolk District, then called Atlantic City, was studied by the Urban Land Institute Advisory Services Panel who published a report on the area's redevelopment. The panel recommended the following guiding principles:

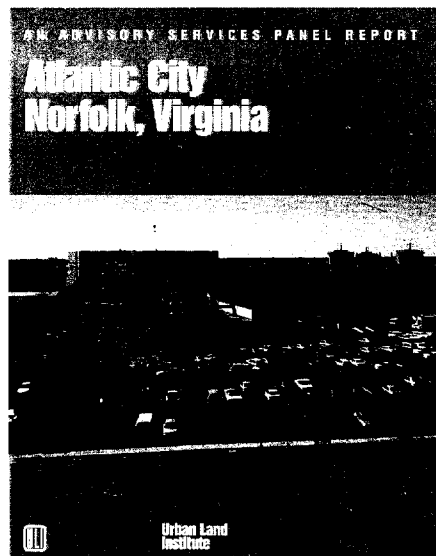
- Establish the Atlantic City waterfront as a mixed-use, urban residential village with extensive public access and open space, plus a distinct identity that will unify the site and create a strong sense of place;
- Establish clear gateways to the site and the waterfront from the land and the water;
- Provide public access along the waterfront;
- Encourage water access and water-

side connections to other community locations through the use of water taxis/ferries;

- Create a coherent network of pedestrian-oriented streets and open spaces that will support the overall cohesiveness and sense of place throughout the site;
- Provide for enhanced public access and visibility for historic Fort Norfolk;
- Establish view corridors that will preserve and enhance views of the water from the area's interior;
- Step building heights down to the water, with tall buildings set back from the water looking over lower buildings located at the water's edge;

Urban Land Institute Advisory Services Panel Report

In 2002, the ULI addressed the Fort Norfolk District with a report created by experts from many related disciplines.

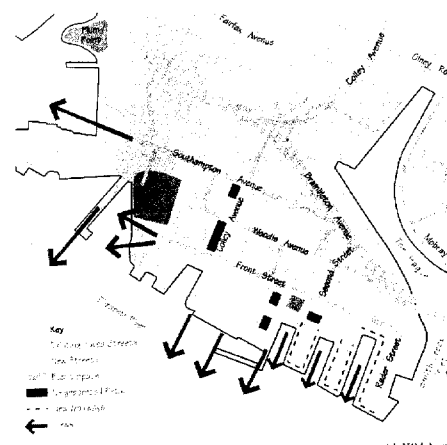


Urban Land Planning Diagram

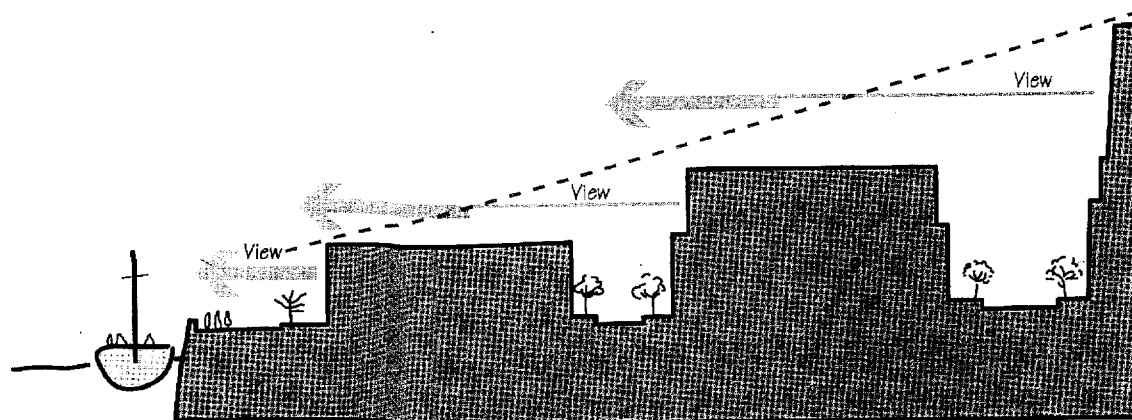
The ULI report proposed a diagrammatic plan locating uses and extending the street grid into the district.

- Facilitate the future development of transit service to the area by designing and planning appropriate rights-of-way to support transit (light-rail or electric bus) service over time;
- Focus housing and open space along the waterfront south of Front Street and mixed office and residential space toward Brambleton Avenue;
- Create public access and amenities along the majority of the available waterfront;
- Provide views from the intersection of Colley Avenue and Front Street to the Elizabeth River and the far shore of Portsmouth;
- Open up north/south roadways to views of the Elizabeth River;
- Strategically locate structured parking to support the proposed development;
- Consider creating a public marina; and
- Provide open space/park and trail improvements through the site, but primarily along the waterfront.

Such guidelines address both the public and private spaces created in the establishment of a new district. They serve as guiding principles for the construction of the area over time. They have been endorsed by the City Council and are reflected in this Conceptual Master Plan and Site Specific Development Guidelines.



Urban Land Institute View Corridor Diagram
(left above)
The ULI Report recommends creating a connective street grid that maintains and celebrates views of the water from the Fort Norfolk District.



Urban Land Institute Diagrammatic Section
(left below)
Schematically, development throughout the district will address public streets and provide views to the waterfront through the deliberate arrangement and massing of buildings.

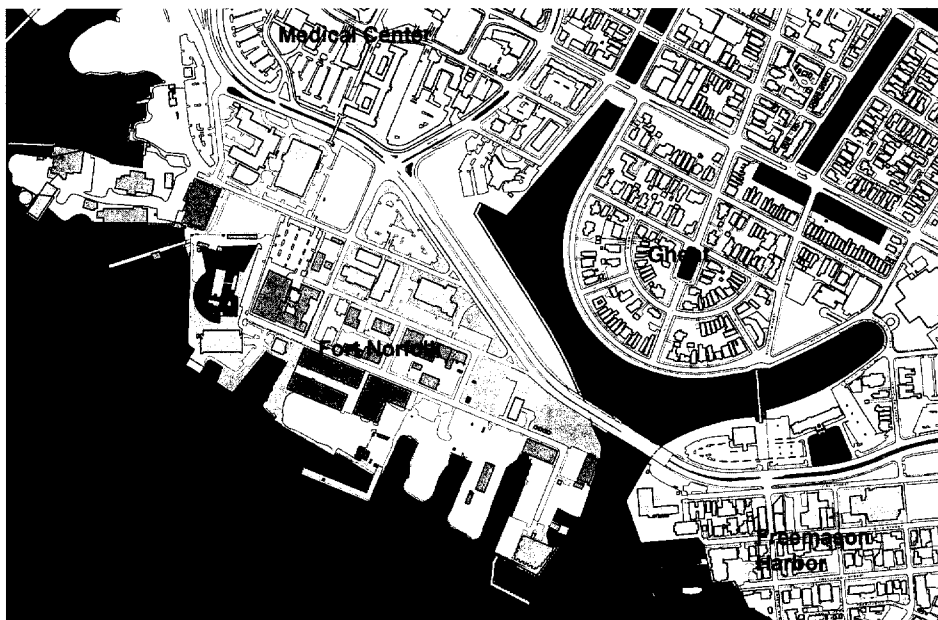
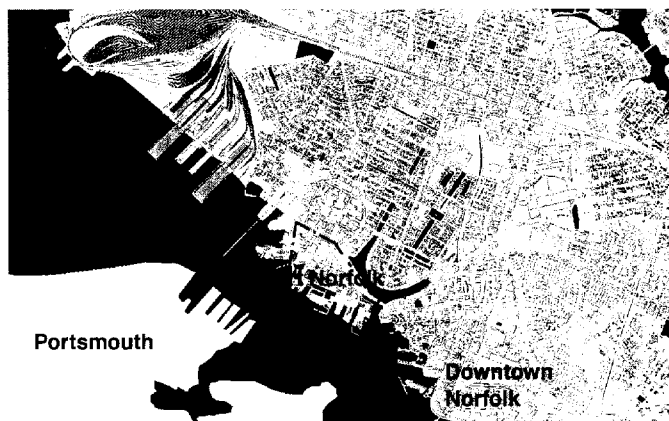
III Site Analysis

THE FORT NORFOLK DISTRICT IS strategically located adjacent to the region's primary roadways, amenity waterfront, and employment centers. Despite the promise and advantages of the district's location, there exist substantial constraints to redevelopment. The area is a peninsula with only two street connections to Brambleton Avenue. Only Colley Avenue connects across Brambleton Avenue north into adjacent neighborhoods. The existing infrastructure within the district must be upgraded to support new development of the area. Along with its geographic constraints, a good portion of the Fort Norfolk District sits within the 100-year flood plain.

14

The Study Area

The existing uses in the study area range from the historic Fort structures to medical facilities to low-scale commercial buildings and warehouses. Though a street grid exists, blocks are currently dominated by surface parking lots.





Building Footprints

Due to the area's existing mix of uses, the building patterns more closely resemble those of Downtown and the Medical Center complex than the neighboring residential fabric.



Street Patterns

A grid of streets divides the district into blocks, but there are very few streets that extend across Brambleton Avenue and connect the study area to the surrounding City fabric. Redevelopment capacity will be determined by access to the area at Colley Avenue and Second Street.



Commercial Patterns

Most commercial uses proximate to the area are concentrated in the established Downtown core to the east. Since the Fort Norfolk District is a peninsula, retail potential will be driven by on-site demand and density.



Industrial Patterns

Industrial uses are generally receding along the waterfront creating amenity-laden redevelopment opportunities.



Institutions, Parks, and Open Space

Various medical uses occupy the northern edge of the district, across Brambleton Avenue from the Medical Center core. Historic Fort Norfolk is located to the southwest edge of the area together with the Army Corps of Engineers facility.



Residential Patterns

Norfolk's in-town neighborhoods, such as Freemason and Ghent, are within close proximity to the Fort Norfolk District. The scale and fabric of these neighborhoods can be extended into this district.



Flood Plain

Much of the district is within the 100-year flood plain elevation (in red/salmon). Finished floor elevations of residential uses must be above the 100-year flood plain.

iv Design Principles

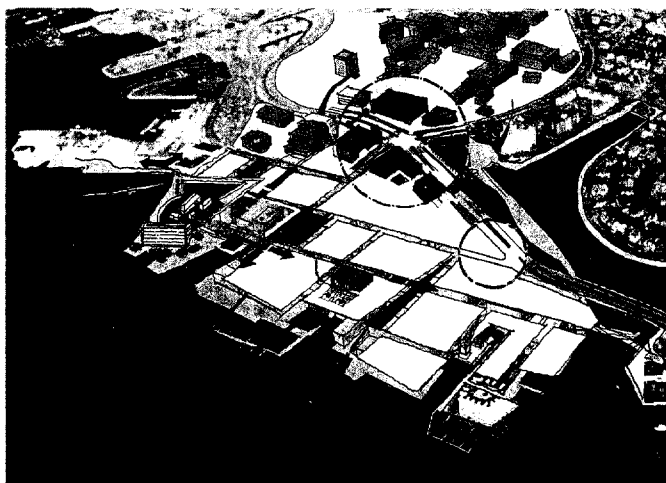
CONSIDERING PAST PLANNING PROCESSES and studies for the Fort Norfolk District, as well as input from the community in several planning charrettes, the following design principles have emerged for the development of the district:

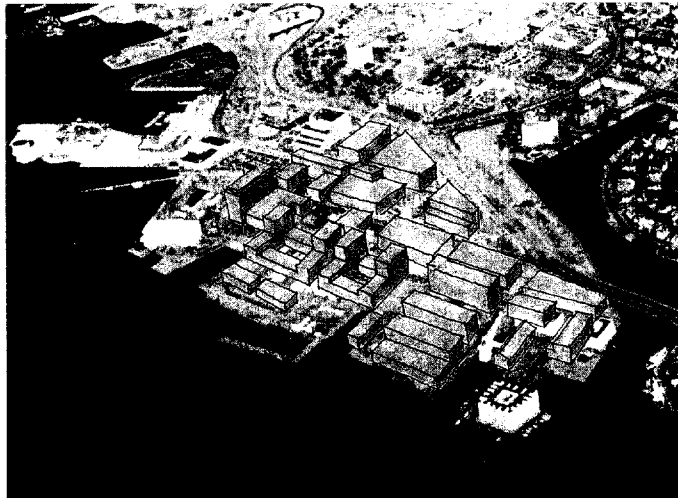
17

- Extend the scale of Downtown to the district by creating a high-density waterfront neighborhood.
- Improve the Colley/Brambleton Avenue intersection as a gateway to the district.
- Develop an efficient structure of blocks that accommodate the desired urban form, image, character, and mix of land uses.
- Create high-quality public spaces, edges, and views along the water.
- Link the Fort and other heritage resources to the new district.
- Provide expansion space for development of bio-medical research and laboratory space related to the Medical Center, as well as office space for non-medical users.

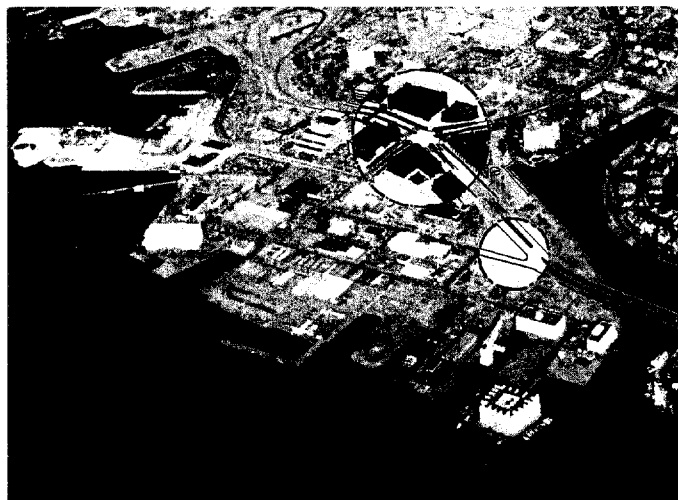
Design Principles for the Fort Norfolk District

The Fort Norfolk District will be developed over time by many private owners. To maintain a consistent character for the area, its overall structure and cohesive character will be guided by design principles.

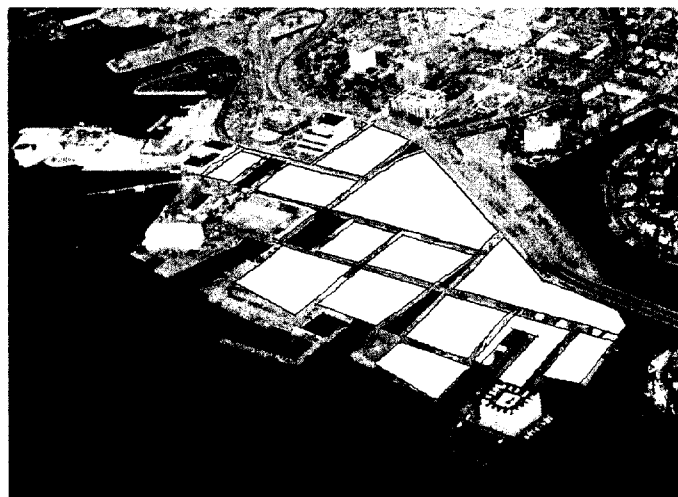




Extend the scale of Downtown to the Fort Norfolk District by creating a mixed-use, waterfront neighborhood.



Improve the Colley Avenue and Brambleton Avenue intersection, as well as the Second Street and Brambleton Avenue intersection as gateways to the district.



Develop an efficient structure of blocks that accommodate the desired urban form, image, character, and mix of land uses.



Create high-quality public spaces, edges, and views along the water.

19



Link the Fort and other heritage resources to the new district.



Provide expansion space for development of bio-medical research and laboratory space related to the Medical Center and other medical uses in the district, as well as office space for non-medical users.

Design Plan



I Public Infrastructure

Street Grid

21

The proposed street grid provides a basic and rational framework for the redevelopment of the Fort Norfolk District. The area has multiple owners and therefore will be redeveloped incrementally. Proposed development blocks are of a size flexible enough to accommodate a mix of uses and scales to respond to market conditions as the neighborhood is built out. The Plan proposes only a few new street extensions. Such an approach minimizes disruption of private property and allows parcels to be redeveloped over time.

Existing Street Grid

(above right)

The existing grid provides a useful structure for the future redevelopment of the Fort Norfolk District.



Proposed Street Grid

(below right)

New streets (in red) will extend the existing local street grid. Several existing streets will be upgraded (in green). Selected streets will be vacated (dotted in gray) to create proper, flexible development blocks.

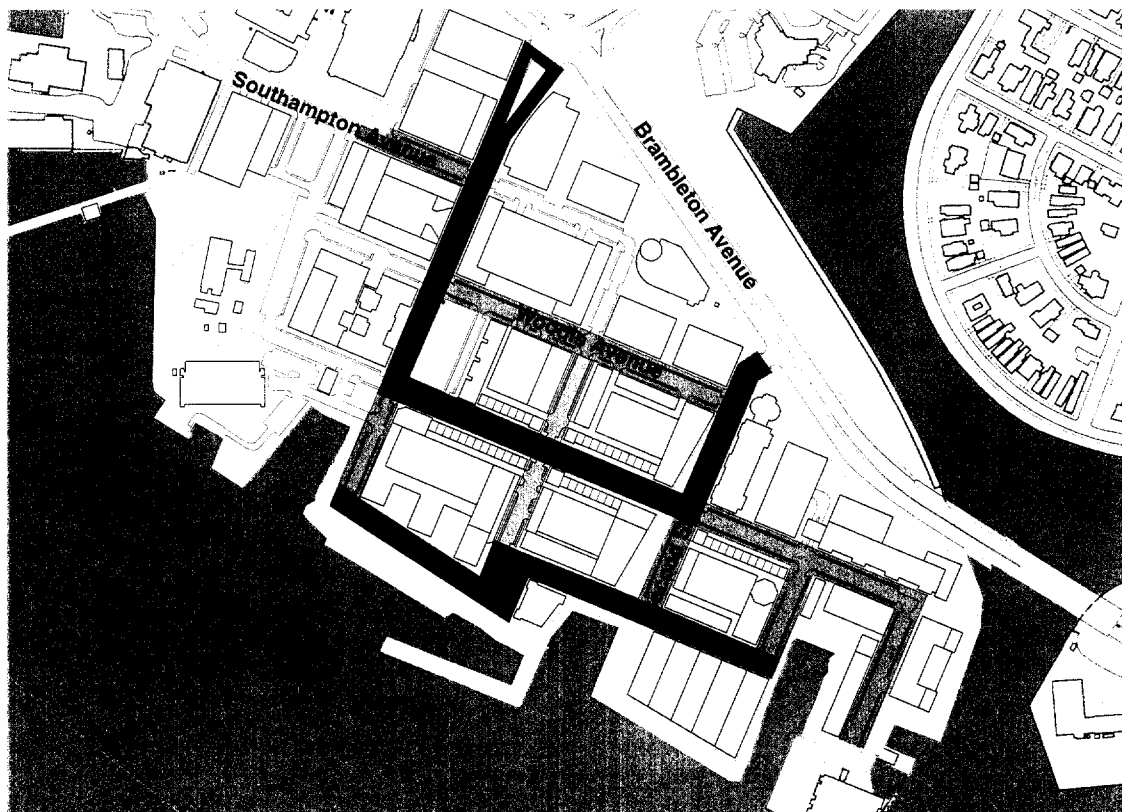


Street Types

An Infrastructure Urban Design Framework Plan has been developed for Fort Norfolk by the City of Norfolk Department of Public Works. This Plan contains an inventory of street types to be constructed as the district redevelops. Care and attention have been given to the varying street types to create a rich character and to insure adequate capacity for traffic volumes and movements.

Due to its need to serve the uses planned for the district, its main entrances at Colley Avenue and Second Street, along with the length of Front Street between them, will have a 70-foot

R.O.W. with two moving lanes and two parking lanes. Most typical residential streets in the district will also be measured at a 70-foot R.O.W. with two moving lanes and parking lanes with bulb-outs at corners to provide traffic calming and pedestrian crossings. Third Street will be planned as a more urban street for the district. Its 62-foot R.O.W. will allow for a tighter street width of 38 feet with planters instead of street trees. A fourth street type for the district defines the waterfront promenade and Elizabeth River Trail. This street will have a 64-foot R.O.W. and parking on its north side.

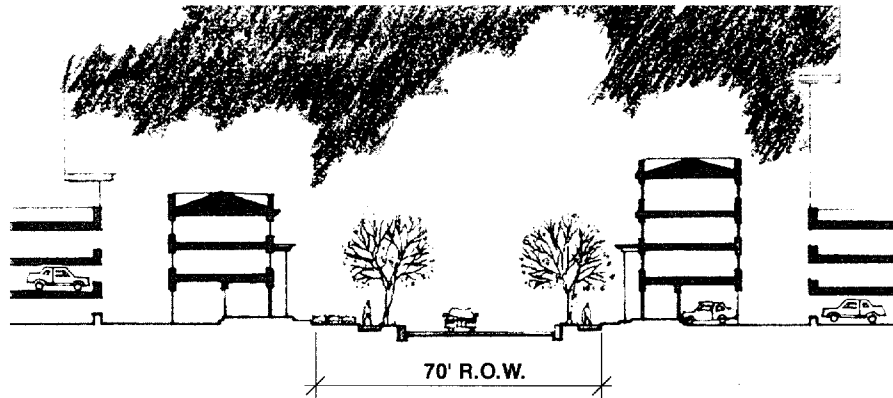


R.O.W. Types

A diversity of street sections address the varying types of development planned for the district, though all streets will provide for pedestrian circulation and connection to integrated open space and the Elizabeth River Trail.

- 70' R.O.W.
no bulb-outs
- 70' R.O.W.
with bulb-outs
- 64' R.O.W.
- 62' R.O.W.

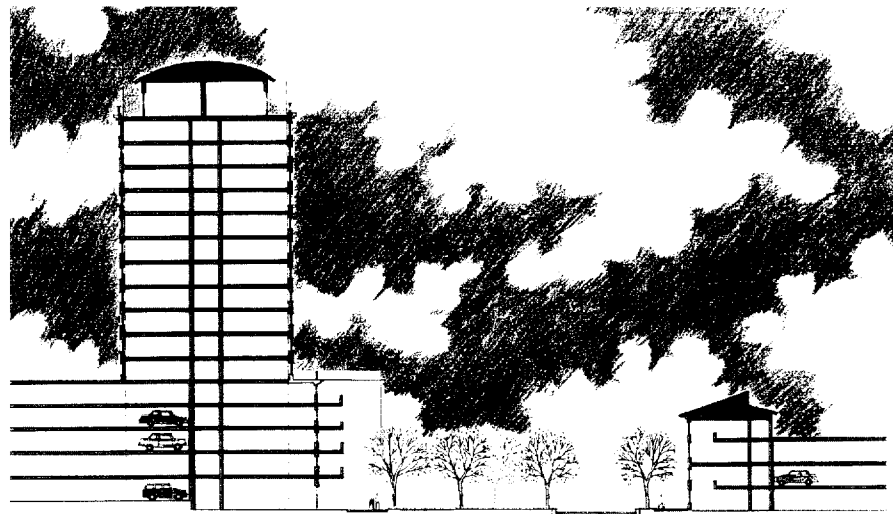
All street types will encourage pedestrian circulation throughout the district and are flexible enough to support a wide range of residential types in the area. All streets will have landscape treatment appropriate to their use and scale. The details of such treatments have been developed in the concurrent Fort Norfolk District Infrastructure Urban Design Framework Plan.



Proposed Front Street section

(above left)

Front Street will have a 70' R.O.W. to accommodate two travel lanes, as well as on-street parking. Townhouses lining this street will have front yards or gardens.



Proposed Second Street section

(below left)

This 70' R.O.W. is augmented by a diagonal development setback opening up a view to the Elizabeth River. It has two travel lanes, as well as on-street parking.

Overall Access to Fort Norfolk

The street grid of the new Fort Norfolk District establishes two primary entrances at the intersections of Colley Avenue and Second Street with Brambleton Avenue. These streets have been designed to accommodate both access to the district and to facilitate internal traffic volumes. As such, Colley Avenue and Second Street, as well as the section of Front Street between them, are of a dimension to both provide views from well within the core of the district to the water, as well as to provide access to all development parcels.

Existing conditions at the Midtown Tunnel to the west and the Brambleton Avenue bridge will determine future redevelopment in the district. Due to

insufficient stacking distance between the bridge and the Second Street entrance to the area, a dedicated left turn lane will be added to Brambleton Avenue. Traffic already backs up at the intersection of Colley and Brambleton Avenues, so that intersection will be reconfigured to address existing traffic issues, as well as the additional implications and projections for the new district. Projected development of approximately 650,000 square feet of business activity space and some 1200 new residential units, in addition to the Harbor's Edge retirement community development, will be the primary trip generators for the area.



Access to the Site

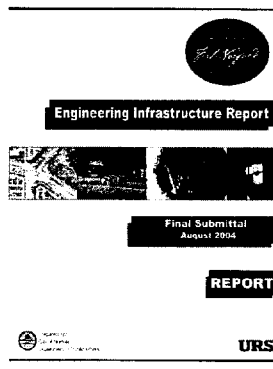
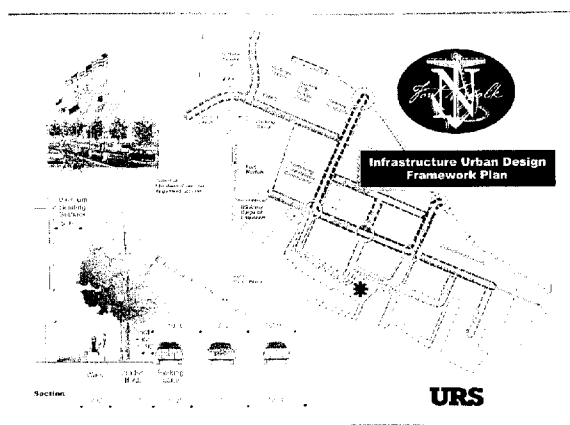
The intersections of Colley Avenue and Second Street with Brambleton Avenue will be the major entrances to the district. They will be designed to accommodate existing conditions plus the incremental increases attributed to a redeveloped Fort Norfolk District.

Development Considerations

The age of the present utility systems serving the Fort Norfolk District and the increased development densities proposed for the revitalized district require the replacement of the utilities that have served the area. An Engineering Infrastructure Report has been developed by the City of Norfolk Public Works and Utilities Departments in conjunction with this Conceptual Master Plan and Site Specific Development Guidelines. The systems planning reflected in the report accommodates the densities planned in this report, and has guided preparation of the first phase of

infrastructure work in the district.

Storm water planning will be an important development consideration for the district. A district-wide, nearly regional approach to storm water management could be effective for the area. However, fragmented property ownership and a current lack of a property owner association to manage a regional system hampers the realization of such an approach. If the regional approach is not feasible, each property owner/developer will need to develop project-specific storm water controls as each new development takes place.



II Parks & Open Space

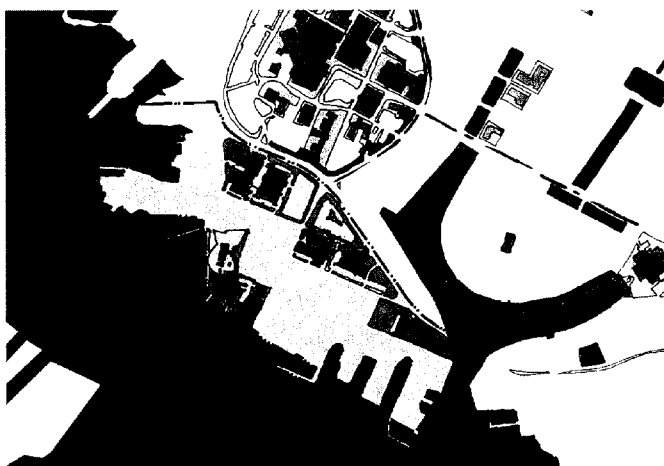
CURRENTLY THE WATERFRONT of the Fort Norfolk District is privately-owned and not publicly accessible. The existing slips are operated privately for industrial uses. As the district transitions from an industrial area to a unique residential address, the edge of the Elizabeth River will become a public promenade. Such a public space fits into the overall system of open space of the greater City.

District-wide, the Plan proposes creating a continuous waterfront open space system connecting to parks and trails beyond the site to the north, east, and west. The waterfront park will be urban in character, combining both hardscape and landscape elements to create an attractive setting for public buildings. A reshaped water's edge will create useable, accessible inlets with docking facilities and boat slips. The waterfront

Existing Parks & Open Space

(right top)

The City of Norfolk employs a wide variety of open space and park types throughout its neighborhoods in the form of boulevards, parks, and trails, connecting to and edging its most valuable amenity – the waterfront.



Proposed Parks & Open Space

(right bottom)

The proposed open spaces of the Fort Norfolk District will continue the City's tradition of celebrating the water through connective open spaces that incorporate it into the City fabric.



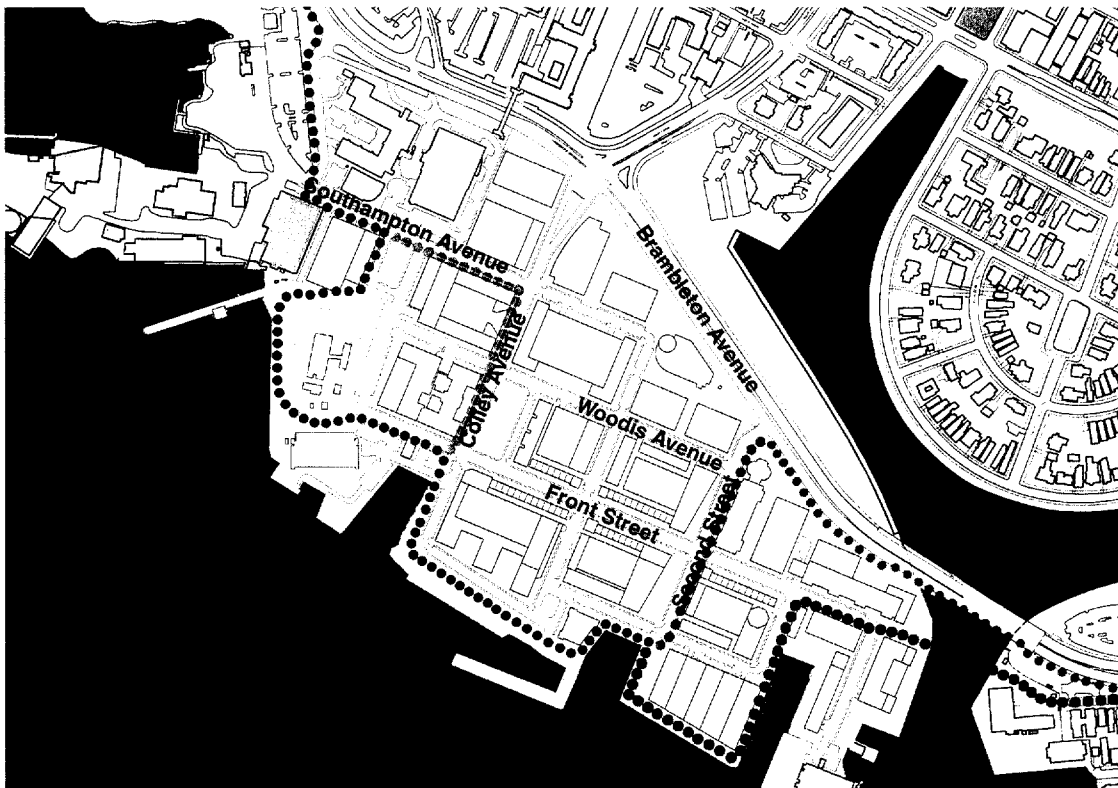
park extends into the community along well-landscaped streets and boulevards oriented perpendicular to the water.

The tradition and orientation of parks and open space in the Ghent neighborhood will be continued southward to the river. The series of public spaces, greens, and memorials on the Downtown side of Smith Creek will be extended west along the district's waterfront. This area becomes a valuable opportunity to extend and connect a framework of spaces in concert with those of the greater city. Establishing the Fort Norfolk District's waterfront as a public amenity is of paramount importance in achieving this goal.

Elizabeth River Trail

The Plan proposes an extension of the Elizabeth River Trail through the district as a multi-use path from the historic Fort area to Downtown across the Smith Creek inlet. If possible, the trail will be aligned along the water's edge of the historic Fort. Due to the adjacency and security issues of the neighboring Army Corps of Engineers facility, if this routing is not possible, the trail will be located along Colley Avenue between Southampton Avenue and the new waterfront street. The Trail will run within the waterfront promenade as much as possible and eventually connect to Downtown via a new pedestrian bridge across the Smith Creek inlet.

27



Elizabeth River Trail

Ideally, the trail will run around the historic Fort, along the waterfront promenade, and across the Smith Creek inlet to Freemason Harbor and Downtown (in red). A first phase route (in pink) could bring the trail along the Brambleton Boulevard R.O.W. An on-street trail along two blocks of Colley Avenue (in yellow) would be an alternative to the waterfront route over Federal government property.

Types of Open Space

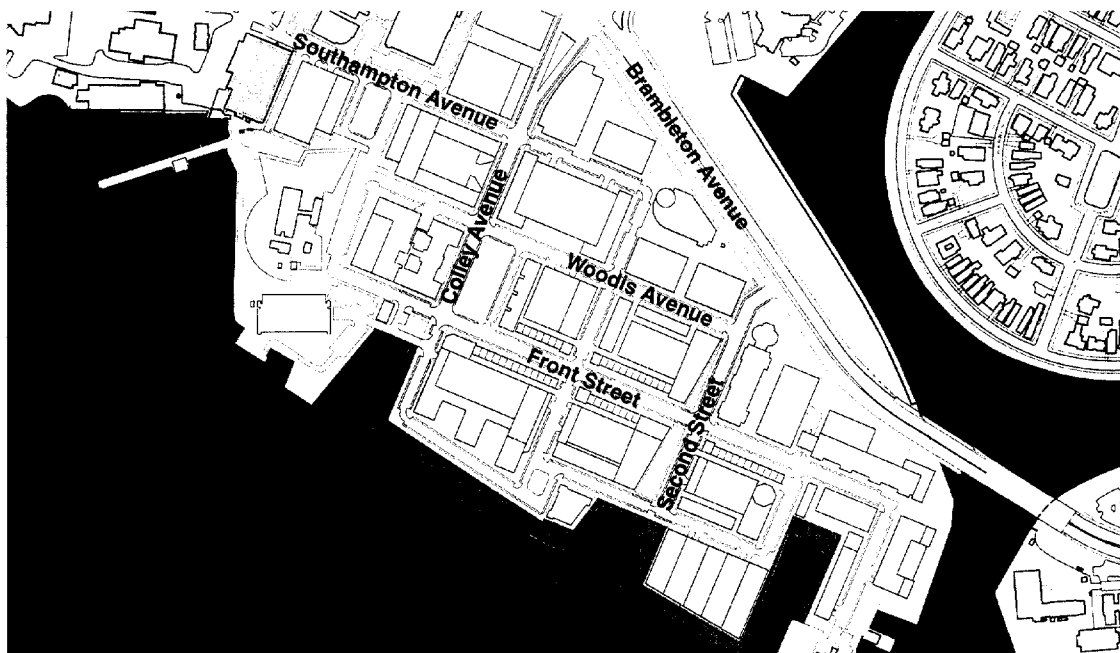
In the district, open space is arranged to create unique addresses for development and to connect the Elizabeth River waterfront to the new neighborhood. Within the district, there are three main categories of open space. The most defining of the series of spaces is the waterfront promenade itself. Defined by a waterfront drive and designed as a minimum of 40' in width, this space accommodates both passive and active recreation space in the form of paths and the formal Elizabeth River Trail.

Another type of space is organized perpendicular to the river to define and open up views to and from the river itself. Colley Avenue, a tree-lined street, engages a town square, providing a focus for community activity and neighborhood-oriented retail, on its way to an inlet of the river. Second Street employs

a diagonal development setback to keep a wide view corridor open to the river.

Both streets also culminate in inlets that give character to the shoreline itself as well. The historic Fort complex also constitutes a connection to the river. By making the Fort itself more accessible to the public, the waterfront surrounding it is made public as well. However, to achieve this, the Army Corps of Engineers would need to re-establish their fence line to maintain a smaller yet secure zone around their facility.

A third type of public space will be a series of plazas that serve to organize the office buildings fronting Brambleton Avenue. Potential LRT stops will be properly addressed by public spaces serving the community. Third Street will link the office campus to the waterfront as an urban street of unique character.



Inventory of Open Space

Main spines of open space are arranged in relationship to the Elizabeth River, either along it, in the form of a riverfront promenade (in dark green) or perpendicular, leading to it, as in the historic Fort area, Colley Avenue, and Second Street (in light green). A third type of open space organizes development along Brambleton Avenue, defining this street edge (in yellow) and its connection to the waterfront.



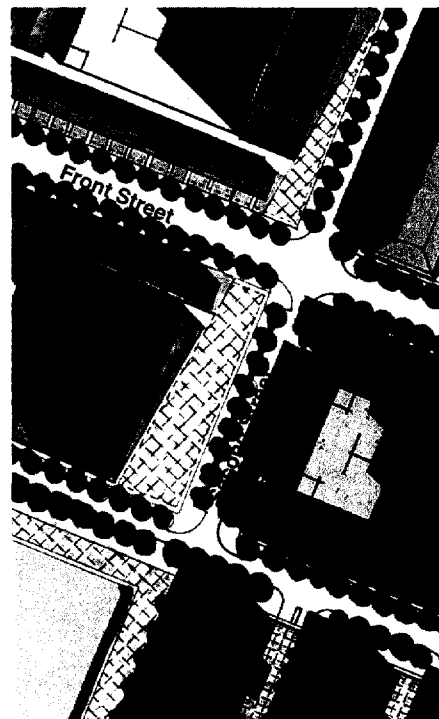
Waterfront Promenade

The waterfront promenade will establish a useable park space with a number of different conditions along it, creating many experiences for residents and visitors alike.



Detail View of Town Square (far left)

A space at the heart of the community will organize district uses around it and provide an internal focus for the community.



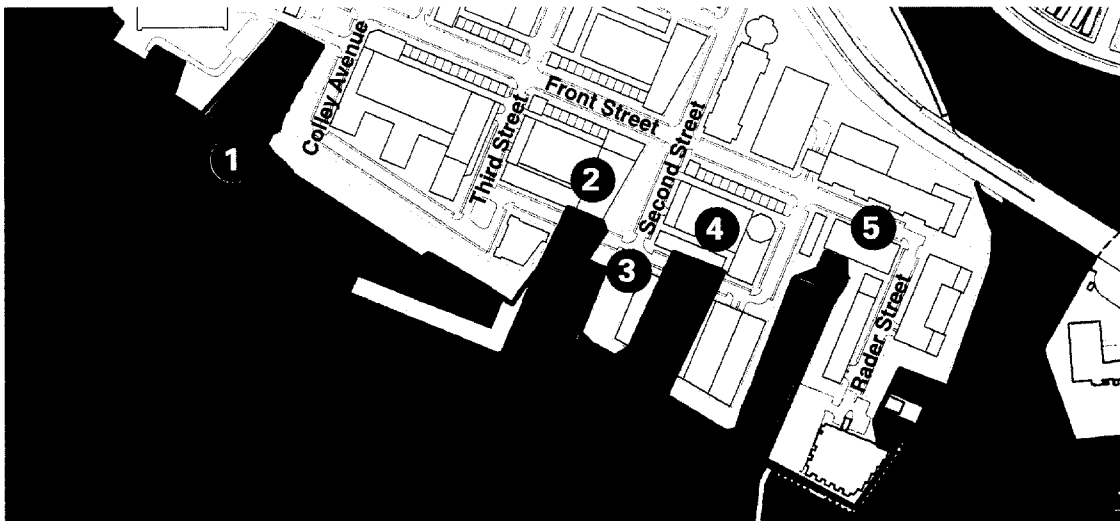
Detail View of Second Street (left)

A wide-angled development setback along Second Street will maintain views to the water while providing useable plaza space for adjacent ground floor uses.

Sculpting of the Shoreline

In order to create useable inlets along the district's Elizabeth River shoreline, some sculpting of the water's edge will be required. The westernmost inlet adjacent to the Army Corps of Engineers building, at the foot of Colley Avenue (1), will remain as is. This inlet will only be upgraded by the design of the public waterfront promenade to its east. The northernmost portion of the inlet at the terminus of Second Street (2) will be filled in for the extension of the new

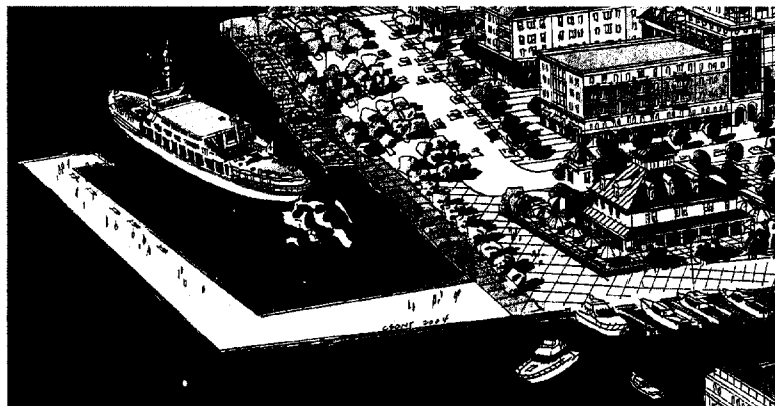
waterfront drive eastward through the district. A bit of its eastern edge (3) will also be cut away in order to accommodate boat slips within its dimension. The next inlet to the east (4) will be filled-in completely in order to provide a very valuable additional development block along the waterfront. The easternmost inlet (5) will be filled only slightly at its northern edge to create a workable block for the proposed and existing buildings flanking it.



Sculpting of the Shoreline

(above left)

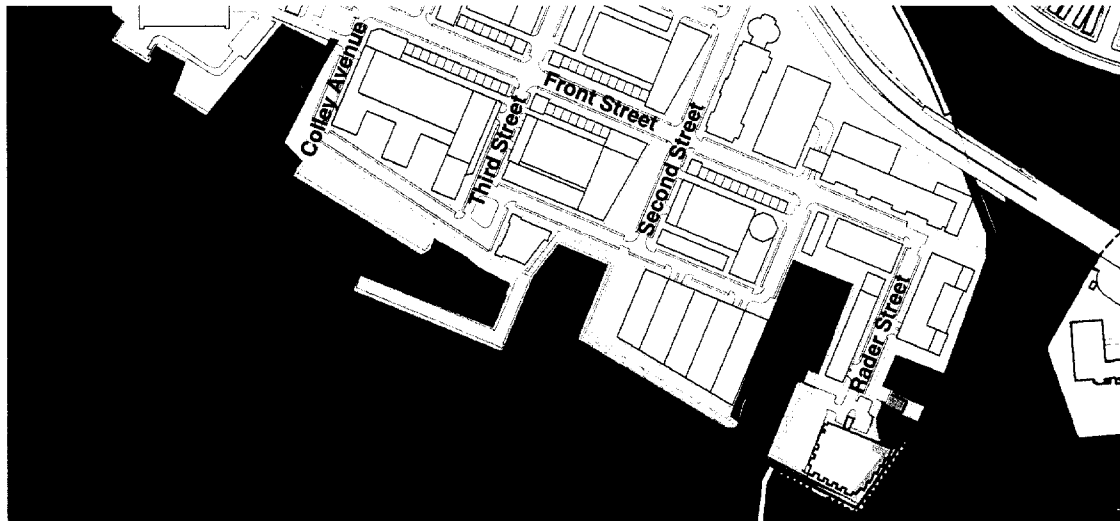
The shoreline will be modified to create more workable blocks and additional land and development capacity along the Elizabeth River. Both cutting (in purple) and filling (in red) will be needed.



Aerial View of Shoreline

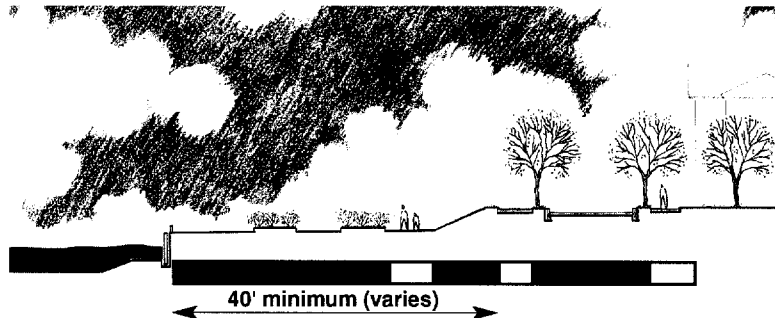
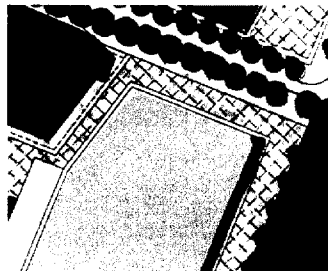
(below left)

Useability and visitability of the river will be increased through the sculpting of the district's waterfront. Anchorage and boat slips will allow for this unique neighborhood to be accessed by residents and boaters alike.



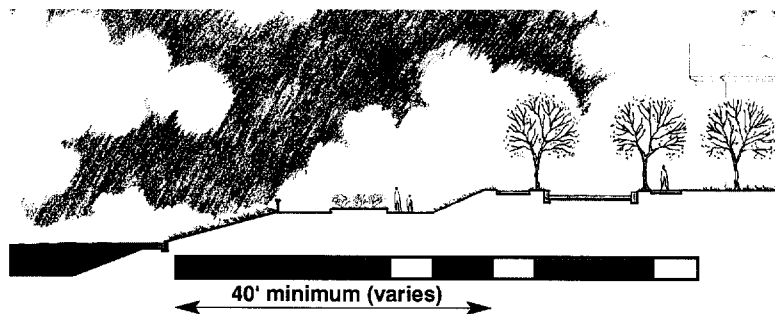
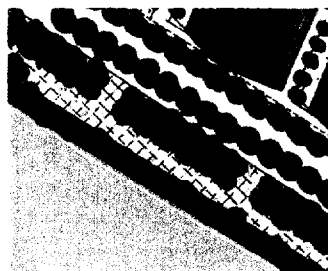
Shoreline Treatment

The shoreline will be treated in different ways to maximize the number of experiences along its length. Hardscape areas (in yellow) define parts of the shoreline while softscape (in green) also gives character to the connection between the district and the river.



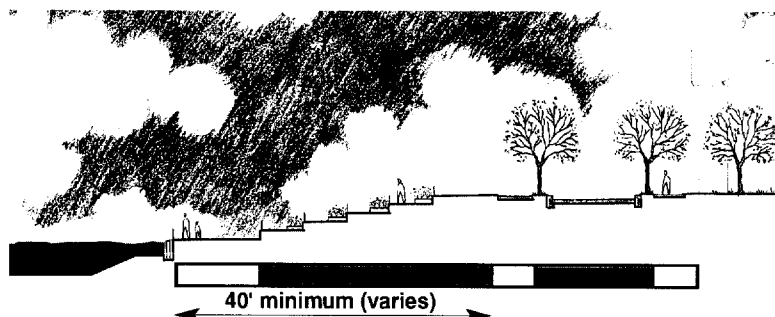
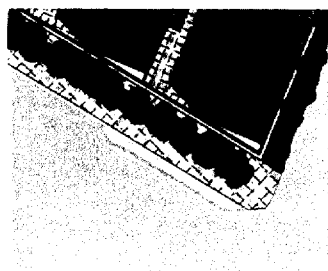
Bulkhead Detail (top)

In this condition, a bulkhead, or hard edge flanks the water, creating plaza-like spaces for a variable dimension.



Green Edge Detail (middle)

In this condition, grass or planting gently slopes down to the river's edge. It should be noted, however, that noreasters and hurricanes may pose maintenance issues.



"Steps" Detail (bottom)

A series of "stepped" hard and softscape spaces can provide an organized slope toward the river's edge that can culminate in either a bulkhead or a planted edge.

III Public Transit

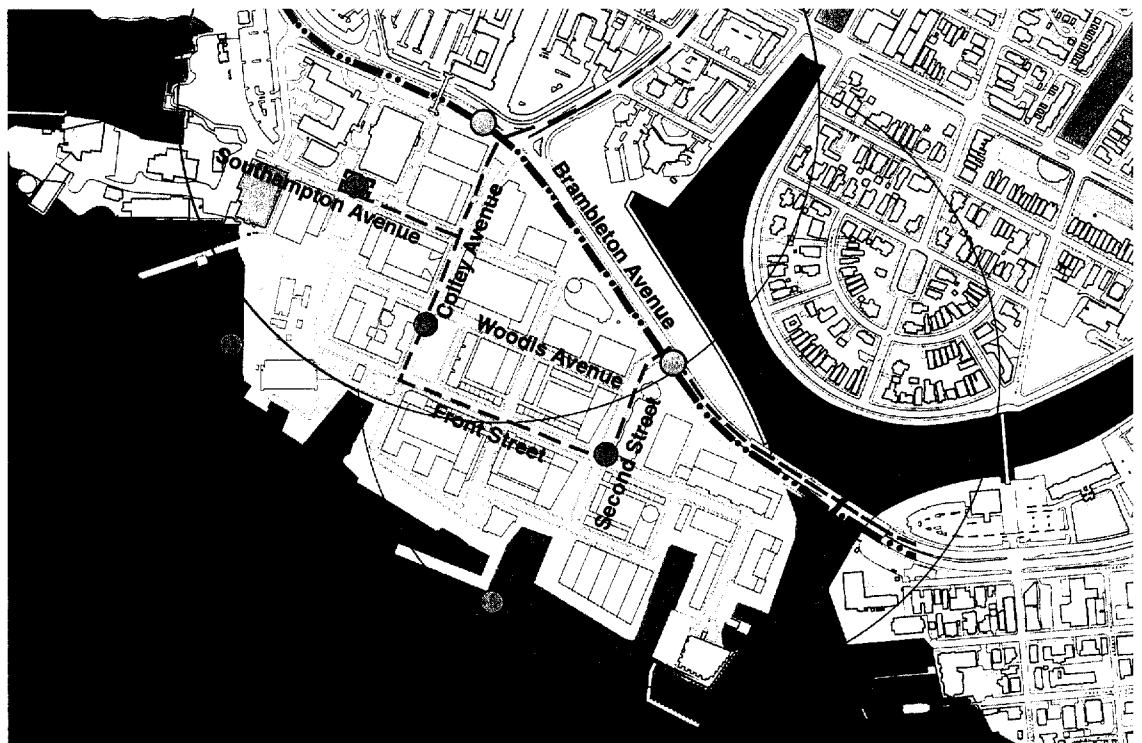
THE STRATEGIC LOCATION OF THE Fort Norfolk District and the intensity of planned redevelopment encourage the development of high-quality transit connections for employees and residents alike. The Brambleton Avenue corridor is envisioned to accommodate an LRT route between Downtown Norfolk and Virginia Beach. A 30-foot right-of-way is preserved along the existing southern curb line of Brambleton Avenue for public transit. The existing service road, in this location, will be and dedicated for LRT use. An LRT station should be located in the vicinity of Colley Avenue, directly serving the existing medical complex and proposed office uses. Such a station would be within a five- to ten-minute walk of the waterfront and convenient for most residents of the district. The station should be integrated with future public spaces amidst buildings planned for Brambleton Avenue.

Bus service should also be extended into the area along the Colley Avenue/Front Street/Second Street loop. Extending the NET from Downtown to this amenity-laden waterfront should also be considered.

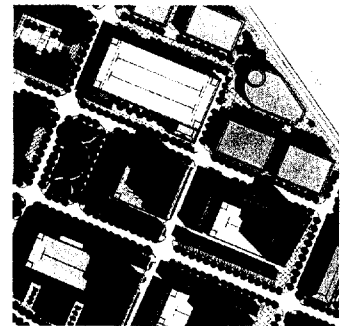
32

Public Transit

An LRT corridor (in purple) is proposed in a 30' R.O. W. along the south side of Brambleton Avenue with two potential station locations noted (purple dots). Bus service should also extend into the area (in red) with stops as noted (pink dots). Over time, a water transit system (in blue), with water taxi stops (blue dots) could directly connect the Fort Norfolk District with Downtown Norfolk, as well as the greater Hampton Roads area.



Design Guidelines

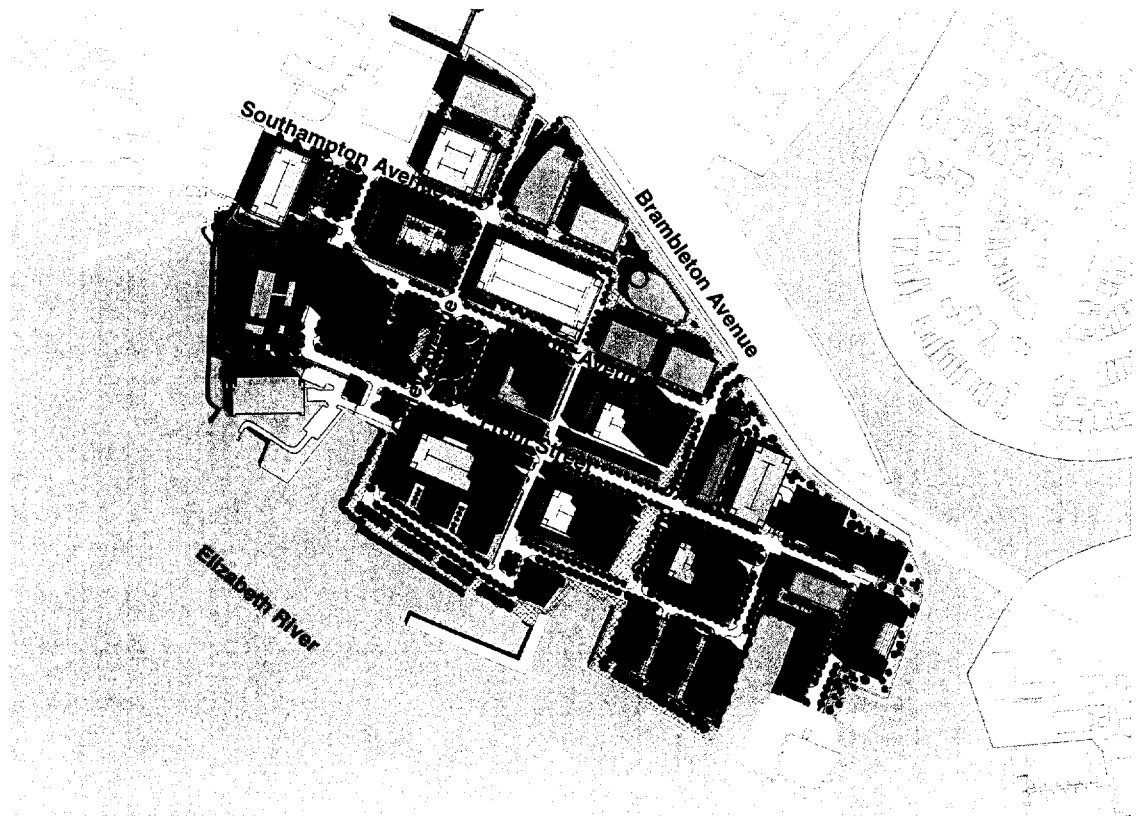


I Conceptual Master Plan

THE CONCEPTUAL MASTER PLAN visualizes a design for the district in terms of existing constraints, programs, and market conditions. A framework of streets and parks provide access to a series of flexible development blocks able to house and accommodate a wide variety of uses and building programs. Though markets will change over time, the basic structure of the Conceptual Master Plan will create orderly connections and overall cohesion of the area. Thus, the Fort Norfolk District will develop in the tradition of Norfolk's great neighborhoods through its integration of land uses, parks and open space.

The Fort Norfolk District Conceptual Master Plan

A framework of streets and parks provide access to a series of flexible development blocks, creating an orderly, new, mixed-use district.

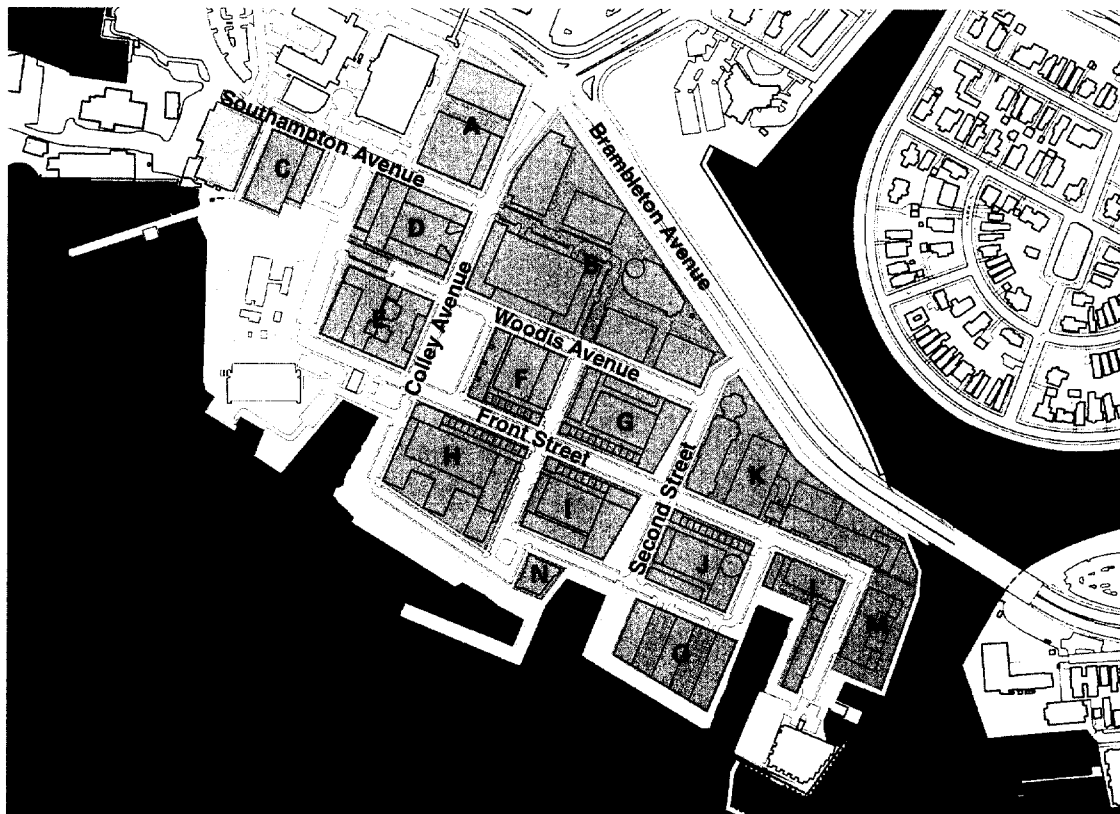


Development Blocks

Development parcels within the district are owned by a variety of private individuals and business entities. Due to this diverse ownership base, the overall development of the district should adhere to a block framework so that a neighborhood of well-situated, diverse uses is achieved.

Development blocks are scaled to accommodate a variety of building types. Block sizes are not only determined by

the extension of the street network, but by dimensions that will support both development and parking on every block. Blocks are sized to be self-supportable. That is, the amount of development per block is determined, in part, by the parking capacity of the block.



Block Layout

Development blocks (in pink) vary in size depending on their position in the grid of streets, as well as the uses planned for them. As such, residential blocks self-park but are smaller in size than those designed to house office space.

| PROJECTED DEVELOPMENT SUMMARY | | | | | | | | |
|-------------------------------|----------------|-----------------|-------------------------|----------------|---------------------------------|--------------------------------------|----------------------------------|-------------------------------|
| BLOCK NAME | RESIDENTIAL | | | | COMMERCIAL BUILDING SQ FT | PARKING | | |
| | TOWER UNITS | PODIUM UNITS | TOWN- HOUSE UNITS | TOTAL UNITS | | SPACES: RESIDENT. + COMMERCIAL | SPACES PER FLOOR OF GARAGE | NUMBER OF GARAGE FLOORS |
| A | | | | | 139,000 | 556 | 108 | 5 |
| B | | | | | 360,000 | 1440 | 222 | 6.5 |
| C | | | | | 10,800 | 43 | | |
| D* | | | | | | | | |
| E* | | | | | | | | |
| F | 129 | 20 | 8 | 157 | 10,000 | 338 | 70 | 5 |
| G | 129 | 64 | 13 | 206 | | 386 | 85 | 4.5 |
| H | 129 | 104 | 13 | 246 | 9,000 | 502 | 115 | 4.5 |
| I | 129 | 52 | 13 | 186 | 10,500 | 384 | 85 | 4.5 |
| J | 129 | 52 | 12 | 193 | 5,400 | 384 | 80 | 5 |
| K | | | | | 100,000 | 500 | 100 | 5 |
| L | | 30 | | 30 | | 60 | 60 | 1 |
| M | | 44 | | 44 | | 88 | 88 | 1 |
| N | | | | | | | | |
| O | | 100 | | 100 | | 200 | 226 | 1 |
| Totals | 635 | 466 | 59 | 1160 | 644,700 | 4881 | | |

Note: All residential units are parked at a ratio of 2 spaces per dwelling unit. All commercial square footage is parked at 4 spaces per 1000 square feet.
 *Blocks D & E are not included in the development totals.



Development Summary
 (above)
 The table describes block sizes & yields based upon the Conceptual Master Plan. The development yields and densities of all blocks account for the parking needed to support their uses.

Proposed Land Use

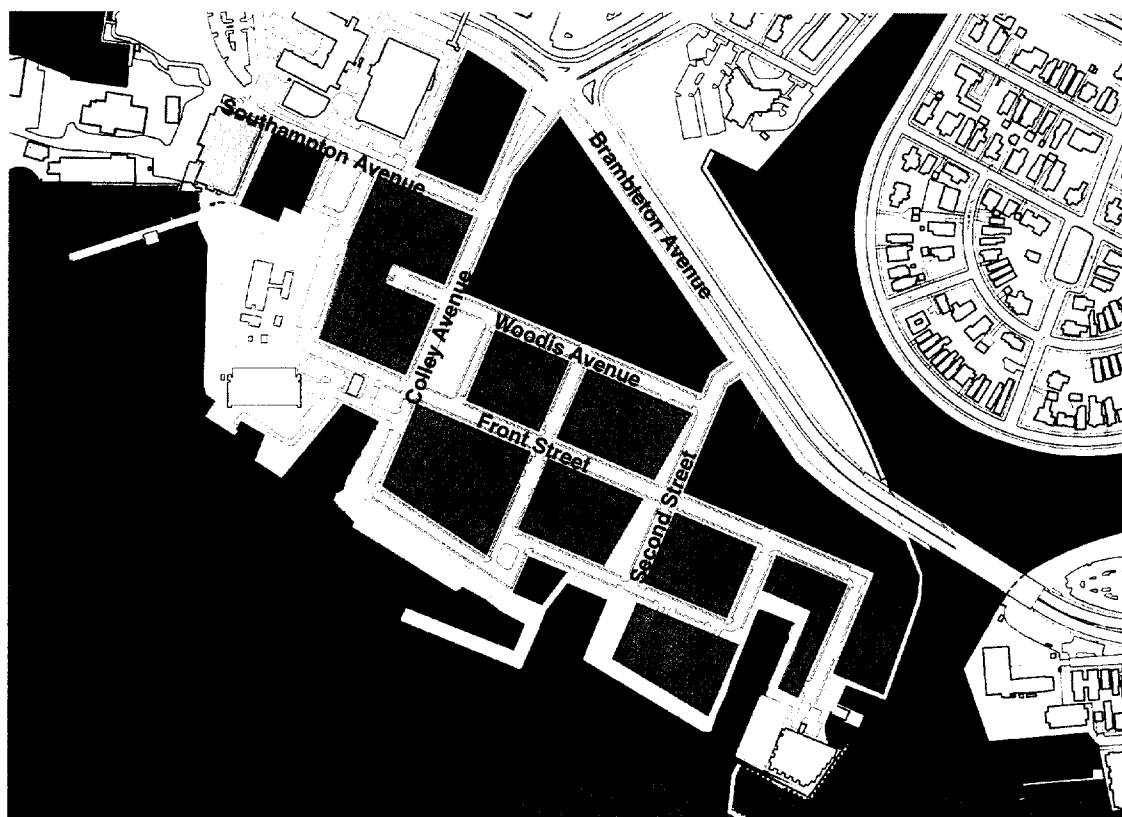
Today, the Fort Norfolk District is occupied by a scattering of non-supportive land uses. The scale of blocks is not easily perceived due to the wealth of parking lots and streets without consistent width or proper landscaping. The Plan, however, proposes broad land use changes to accommodate varying uses marketable to the district over time. For example, the northern portion is envisioned to become an extension of the medical complex north of Brambleton Avenue, but could also house other types of offices, creating an employment center along one of the City's most accessible corridors. The southern portion of the district will be a new City neighborhood, primarily residential in character, connected to the

waterfront with a variety of public spaces and parks for residents and visitors alike. A few sites will be studied for potential retail development, such as a hotel. It may be that some blocks will be developed with a mix of uses.



Existing Land Use

Currently, land uses vary and are ill-coordinated across the district. A number of buildings along the waterfront are vacant or underutilized. This haphazard relationship of uses leaves the area undefined and without a connection to its waterfront.



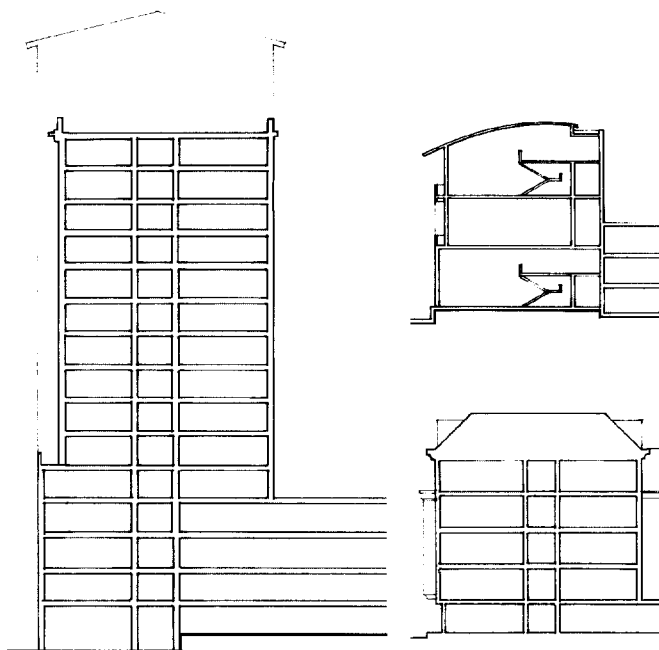
Proposed Land Use

A new land use pattern for the area joins the proposed commercial office development with like uses to its north by locating them along the highly-visible regional artery. The valuable waterfront land will be used for high-density residential development. Though some retail will stand alone, such as a restaurant and hotel, some residential buildings will have ground floor retail near primary public spaces.

- Residential
- Office
- Retail / Hospitality

Residential Types

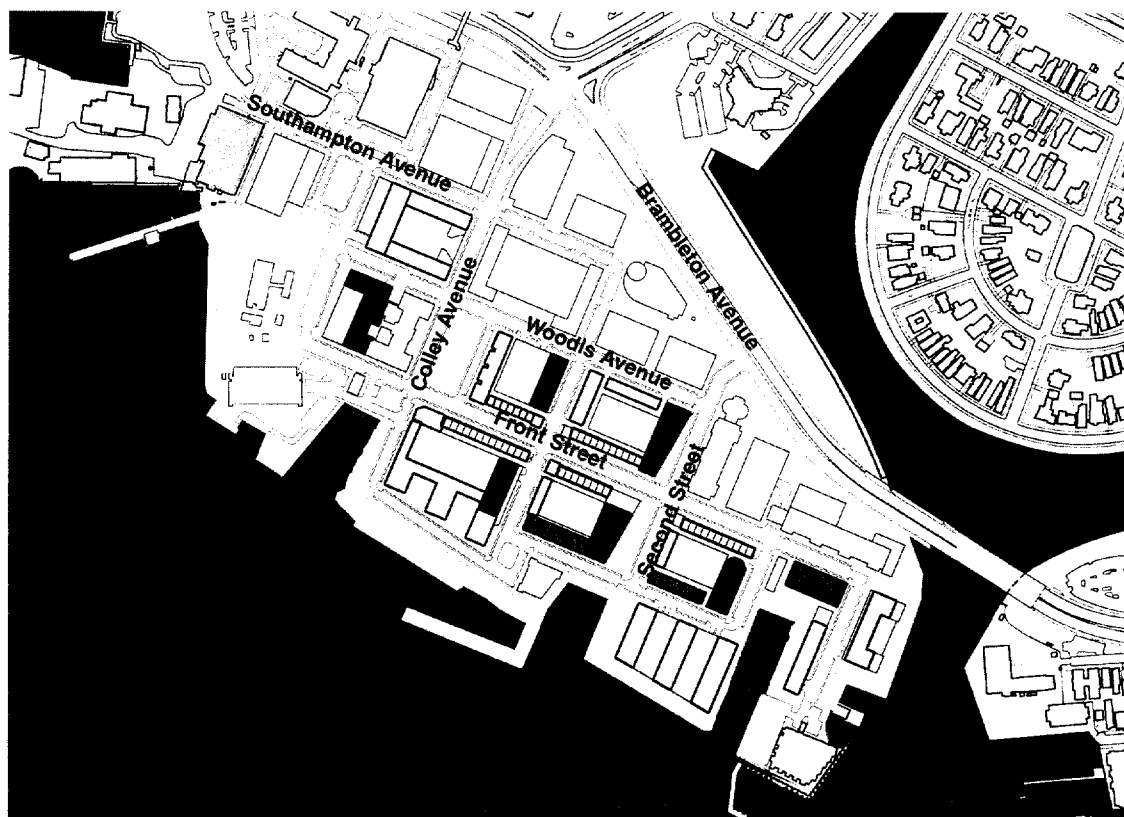
A diverse inventory of residential types will be developed in the Fort Norfolk District. To achieve proper densities for the district, and to imbue the area with a unique character, townhouses, mid-rise apartments, lofts, and towers will all be built. This diversity of type will assure housing is provided in a range of price points. Townhouses, mid-rise apartments, and lofts will form the street walls, while towers will be set back and rise behind these buildings to maintain pedestrian-scale along the street.



Typical Building Sections

(clockwise from left)
Towers will be set back from the street to achieve development density without looming over the streets below. Lofts will provide unique urban living, and can possibly be live/work in nature. Mid-rise apartments will be four to five stories in height throughout the district.

38



Building Types

(below)
Townhouses line Front Street (in yellow), while towers are located at the eastern end of their respective blocks (in red). Lofts and apartment buildings (in orange) front the other streets, and are arranged like pier buildings on the waterfront to address the inlets and Elizabeth River itself.

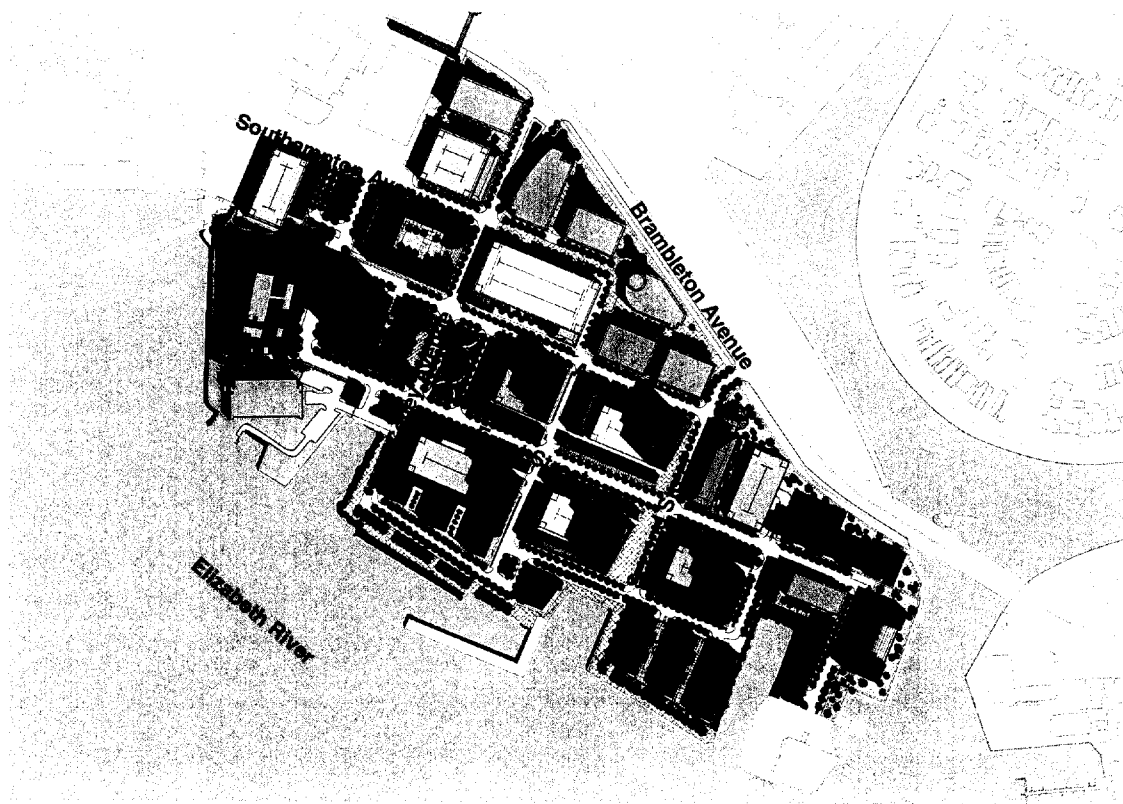
II Site Specific Criteria

THE FORT NORFOLK DISTRICT CARRIES both IN-2 and D5 zoning designations. In the D-5 zoned area, private development proposals must receive a Downtown Development Certificate from City Council prior to construction in order to receive building permits. Other controls will lead to similar results in the IN-2 zoned area.

The following pages dedicate themselves to an explanation of the Site Specific Criteria, set forth in the City's Zoning Ordinance, Chapter 8: Downtown Districts, that will need to be met for individual plan approval.

Conceptual Master Plan

The Plan addresses the Site Specific Criteria set forth in the Downtown District Zoning chapter, and will act as a guidepost for development of the area.



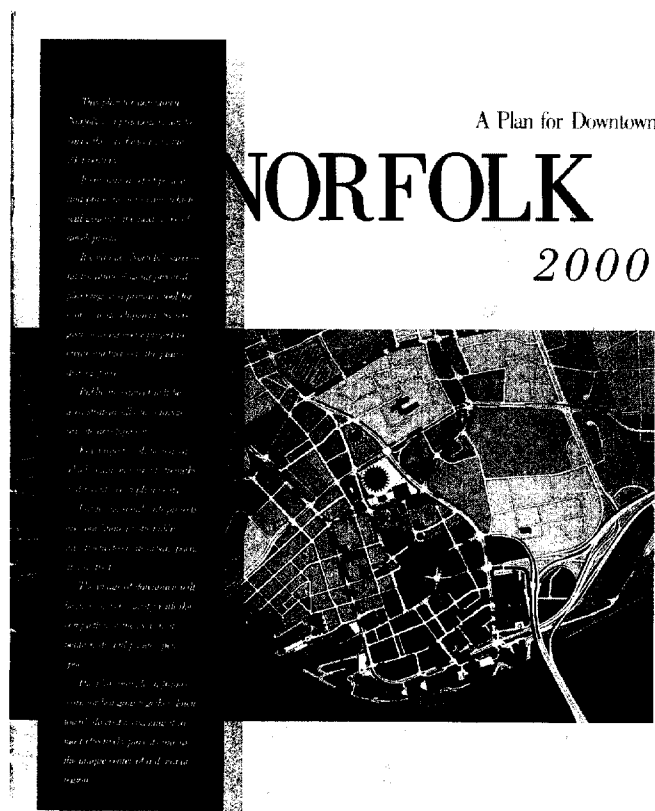
Policy

According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (a) Adherence to specific policies included in the General Plan of Norfolk and Downtown Norfolk Plan.

All proposals for the Fort Norfolk District must meet the policies outlined in the documents mentioned. Adherence to these documents will ensure that indi-

vidual plans meet technical zoning requirements regarding a building's immediate site and the neighborhood at large. Through a review of the City's overall plan, the direction of design planning can be understood in terms of how this district fits into the greater vision for Downtown Norfolk. It is expected that these development guidelines will be formally endorsed by the City.



| | |
|---|---------------------------------|
| <p>APPENDIX A—ZONING ORDINANCE</p> <p>CHAPTER 8 DOWNTOWN DISTRICTS</p> <p>8-0 General provisions.</p> <p>8-0.1 Statement of intent. The Downtown Districts are intended to protect and enhance the unique land use opportunities and relationships in downtown Norfolk as the business and cultural center of the city and region, and to achieve the following specific purposes:</p> <ol style="list-style-type: none"> (a) To promote the objectives and policies set forth in the Downtown Norfolk Plan, the General Plan of Norfolk, and other officially adopted plans, and to encourage land use and development in substantial accordance with the concepts and design principals set forth therein; (b) To recognize the special complexity, and the interaction, of land uses in the downtown; (c) To reduce or prevent traffic congestion; (d) To facilitate the creation of a convenient, attractive and harmonious context of buildings and streets, pedestrian ways, parks and open spaces; (e) To protect the public interest in downtown Norfolk as a unique regional center and a principal source of jobs and tax revenues; and (f) To protect existing investment in the downtown, to protect and enhance access to and views of the Elizabeth River, to protect against destruction or encroachment upon downtown's notable and historic buildings, to promote vitality, activity, and safety on public streets and pedestrian ways, and to protect the downtown parks, esplanades and other amenities created by public investment. <p>All areas within the Downtown Districts are identified as being of significant impact and special and substantial interest to the public due to the concentration of critical economic activities, the unique historical and environmental features within them, sensitivity of the Elizabeth River and views of the waterfront, the unusual pedestrian environment necessary for the proper functioning of downtown activities, and the impact of traffic, parking facilities, and the potential for environmental pollution, therefore requiring special review by the city council and its advisory commissions and department staff. To this end a review system requiring a "downtown development certificate" is herein established as well as a system of incentives to promote excellence in design and public amenities based on a net to gross lot area measurement when applied to the calculation of allowable floor area ratio.</p> <p>8-0.2 Downtown Districts created. There shall be five Downtown Districts: D-1, the Downtown Waterfront District; D-2, the Downtown Regional Center District; D-3, the Freemason/Granby Conservation and Mixed Use District; D-4, the Downtown Cultural and Convention Center District; and D-5, the Waterfront Mixed Use District.</p> <p>8-0.3 Downtown development certificate required. Except as expressly provided otherwise in this ordinance, no building or structure shall be located, constructed, or enlarged within the Downtown Districts until the city council has approved a downtown development certificate. Submission of an application on a form or forms provided by the zoning administrator shall be required for all development proposals within the Downtown Districts.</p> <p>8-0.4 Floor area ratio calculation.</p> <ol style="list-style-type: none"> (a) Net lot area provisions. In Downtown Districts, except as specified in section 8-0.4(b), net lot area, as defined in Article 1, Chapter 2, shall be used as the basis for computation of maximum gross floor area through application of floor area ratios. | <p>Supp. No. 60</p> <p>3309</p> |
|---|---------------------------------|

Building Height & Stepbacks

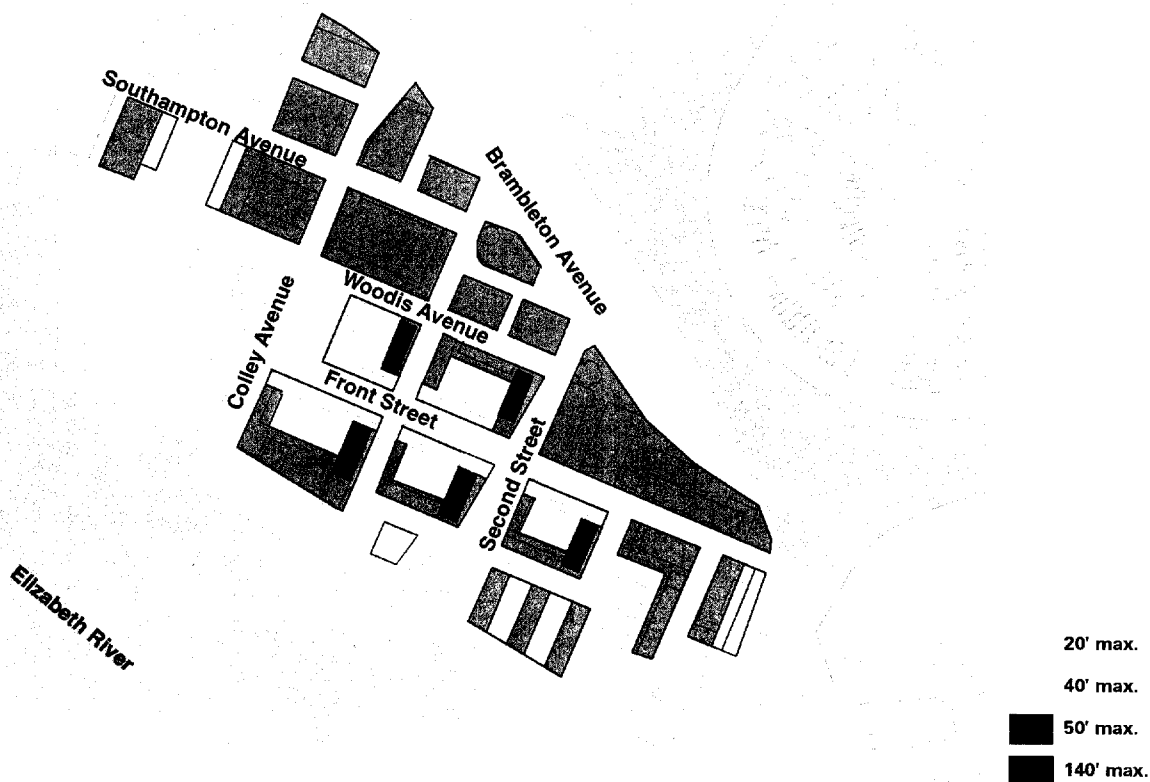
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (b) Appropriate height or setback of the proposed development in relation to adjacent or nearby historic structures.

Proposed building heights are fairly consistent across the district with 50 feet as the proposed design limit. However, some unique considerations have been given to the residential towers and Front Street.

Towers will be placed on the eastern end of blocks, perpendicular to the Elizabeth River. They will be a maximum of 140 feet in height, and will rise from a lower-scaled block. Towers are required to be set back from the street wall.

Front Street has been intentionally designed as a residentially-scaled street, lined with townhouses. As such, the height along this portion of the street should not exceed 40 feet in height as measured to the eaves.



Building Setbacks

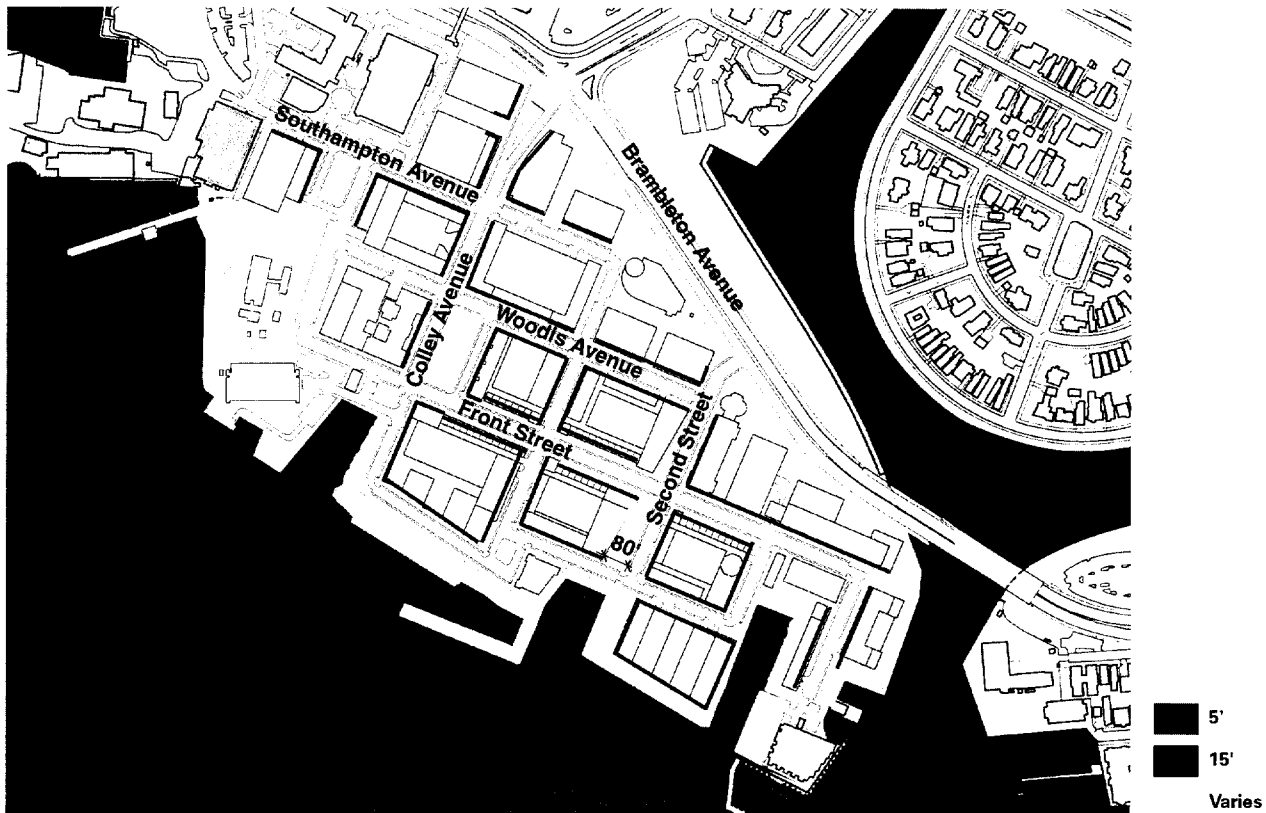
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (b) Appropriate height or setback of the proposed development in relation to adjacent or nearby historic structures

Buildings are typically set back 5 feet from their respective property lines. This allows space for entrances, porches and other elements standing out from the street wall. This space also allows for street trees and more gracious landscaping.

Along Front Street, townhouses should be set back 15 feet from the property line to provide for a front yard or garden space along this street address.

A varying setback has been established along Second Street in order to create a view corridor to the Elizabeth River. The width of this setback varies, but is 80 feet at its widest point, across the street from the waterfront promenade.



Open Space & Built Area

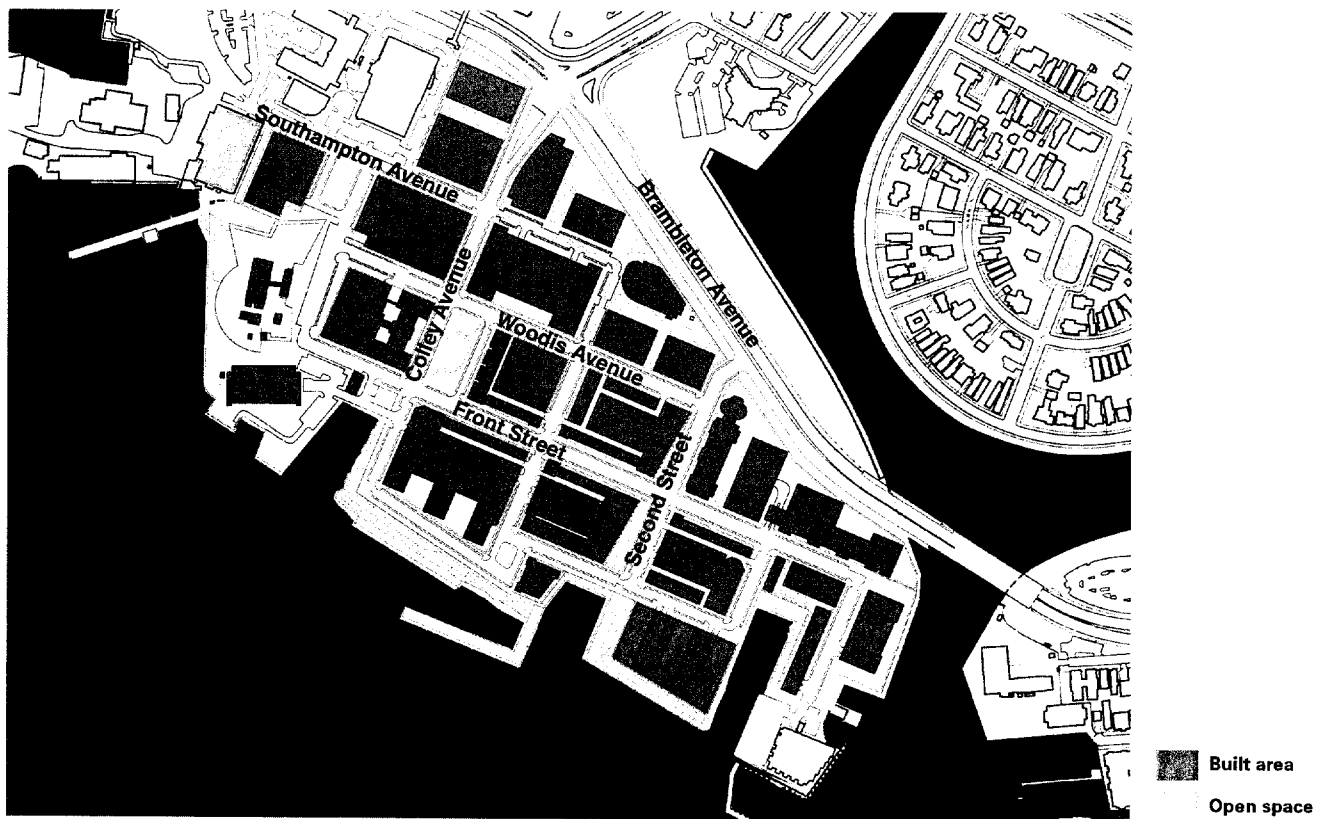
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (c) Proper relationship of building footprint and open space on a particular site to adjacent existing or proposed development(s).

Throughout a densely-developed district, a proper amount of open space is required to balance the built area on each development block. This open space

comes in multiple forms with different, supportive purposes – for both public use and access.

Some parcels of land have been established as public parks and open space as an amenity for residents and visitors. On each development block, open space is planned to provide alleys that service parking structures and retail uses. Public plazas have been developed in some blocks thereby providing a means for buildings to relate to each other.



Pedestrian Circulation

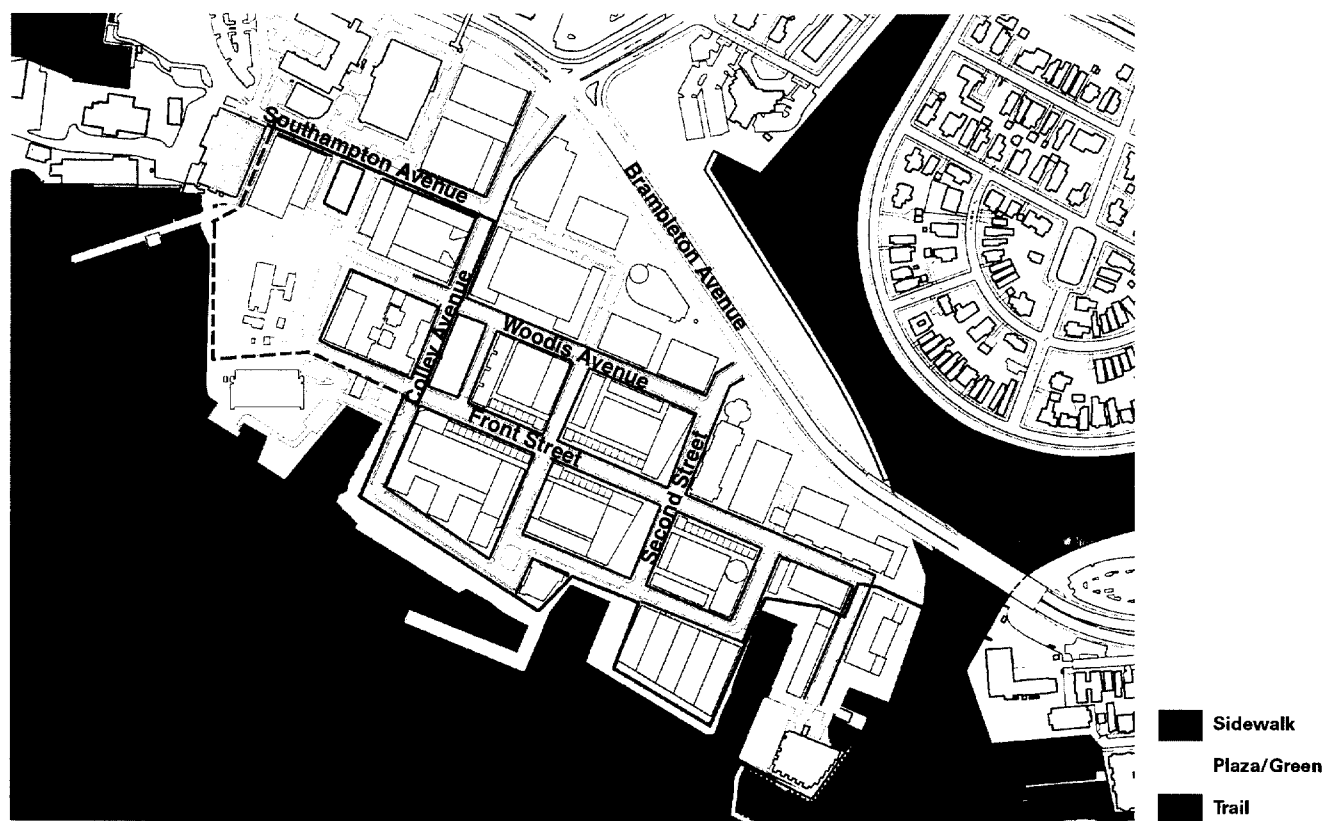
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (d) Provision of site features and orientations that contribute to overall pedestrian circulation needs in the area.

All streets lead to the waterfront with a variety of designs. Sidewalks are provided around each block. A promenade is located along the waterfront to make

public this unique amenity. The Elizabeth River Trail weaves its way through the neighborhood and connects parks and open spaces as a multi-use path from the historic Fort Norfolk area to Downtown across the Smith Creek inlet.

These varied types of circulation link all development blocks to public assets, such as the neighborhood parks, the Elizabeth River waterfront, adjacent neighborhoods, and Downtown Norfolk.



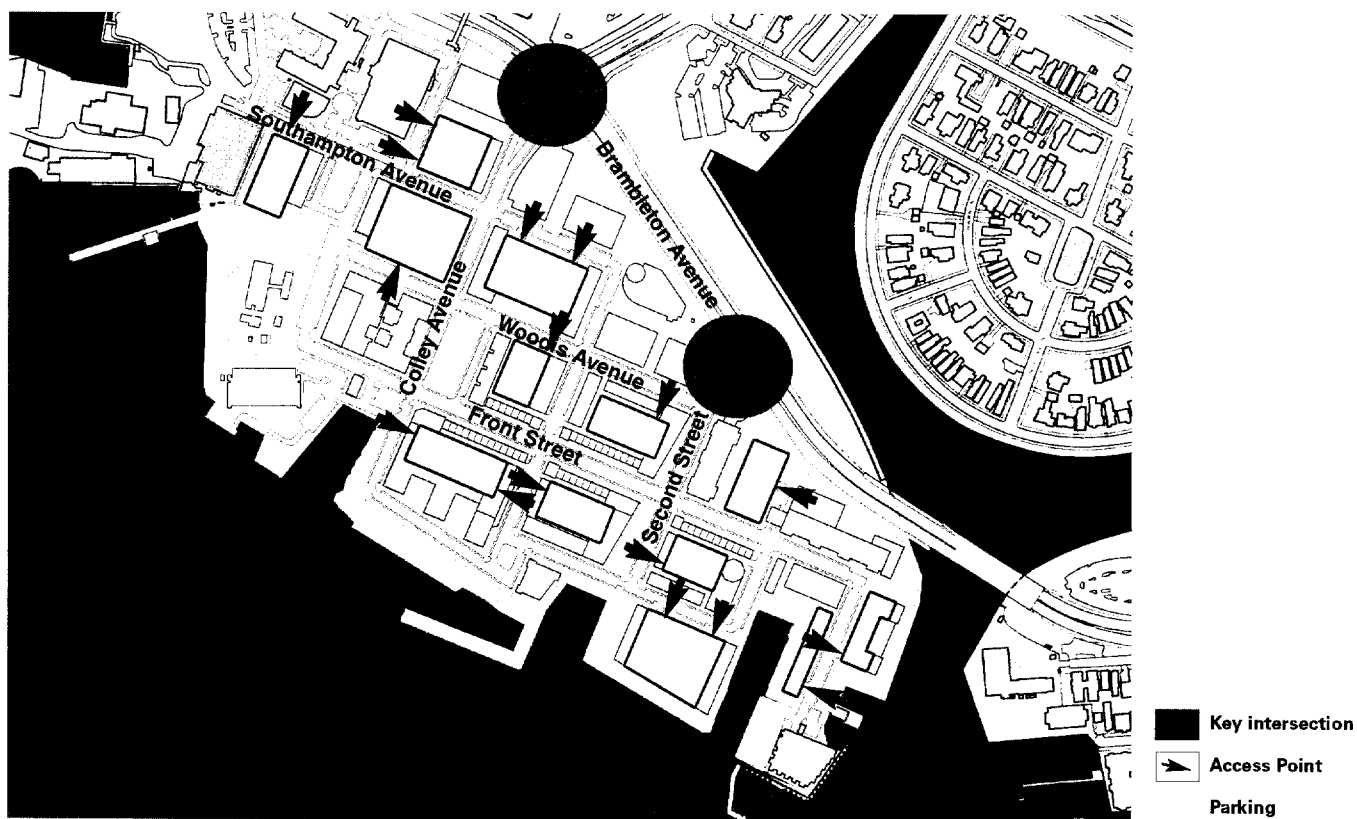
Vehicular Access

According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (e) Provision of appropriate vehicular access to the site.

Access is an important issue at multiple scales. The district has only two major access points to Brambleton Avenue. The proposed street network provides appropriate levels of access to all development blocks, parks, and the waterfront.

Parking structures should be accessed as designated on the plan below. All parking structures north of Woodis Avenue are accessed from the east-west streets, while all garages south of Front Street are accessed by north-south streets. Parking structures on waterfront blocks should be accessed at locations not visible from the water. All parking structures should be concealed from view from public streets at the ground level.



View Corridors & Orientation

According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (f) Harmonious relationships between buildings on the site to protect the provision of light, air, and views.

All north-south streets should be considered view corridors that allow the entire neighborhood to claim the water as an address. The east-west streets are oriented toward Downtown, and provide views of it as well.

Residential towers have been located in the plan to provide many residents with views, as well as preserve views on the ground by being set back from the street wall. Towers are oriented perpendicular to the Elizabeth River so all units get sunlight and cast minimal shadows on surrounding development.

All parks and open space receive natural light due to the organization of the buildings surrounding them.



Parking Locations

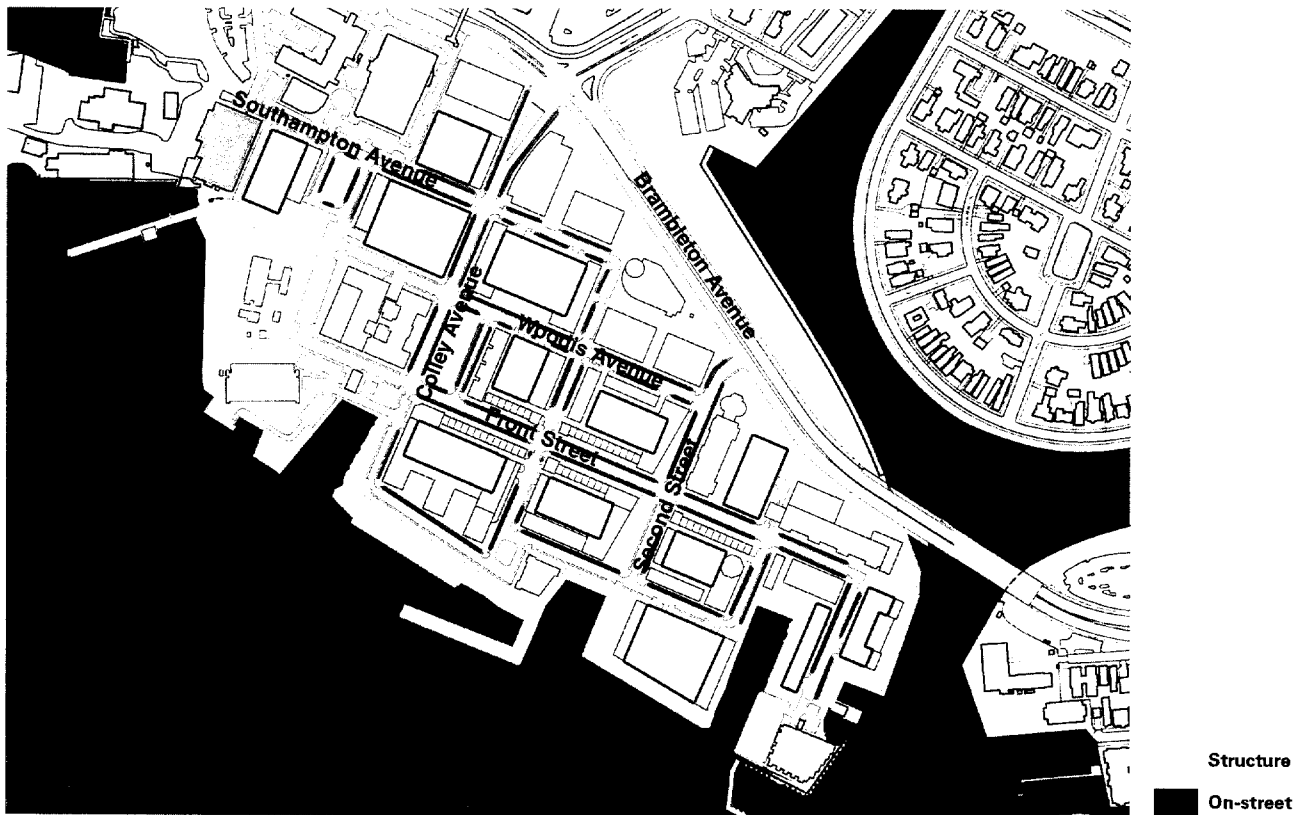
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (g) Determination of the appropriate amount and location of parking on the site.

The accommodation of parking establishes the resulting development density of any block. The Plan proposes a variety of parking resources, both on-street and in parking structures, to serve

a variety of parking users, such as visitors, residents, and employees.

Blocks have been designed to fit a single parking structure for the parking needs of all users. Blocks are sized to fit an efficient ramp structure embedded in the block, using natural ventilation while being screened from the street by buildings. Residential parking structures should have at least 50% of their perimeter open for natural ventilation.



Ground Floor Uses

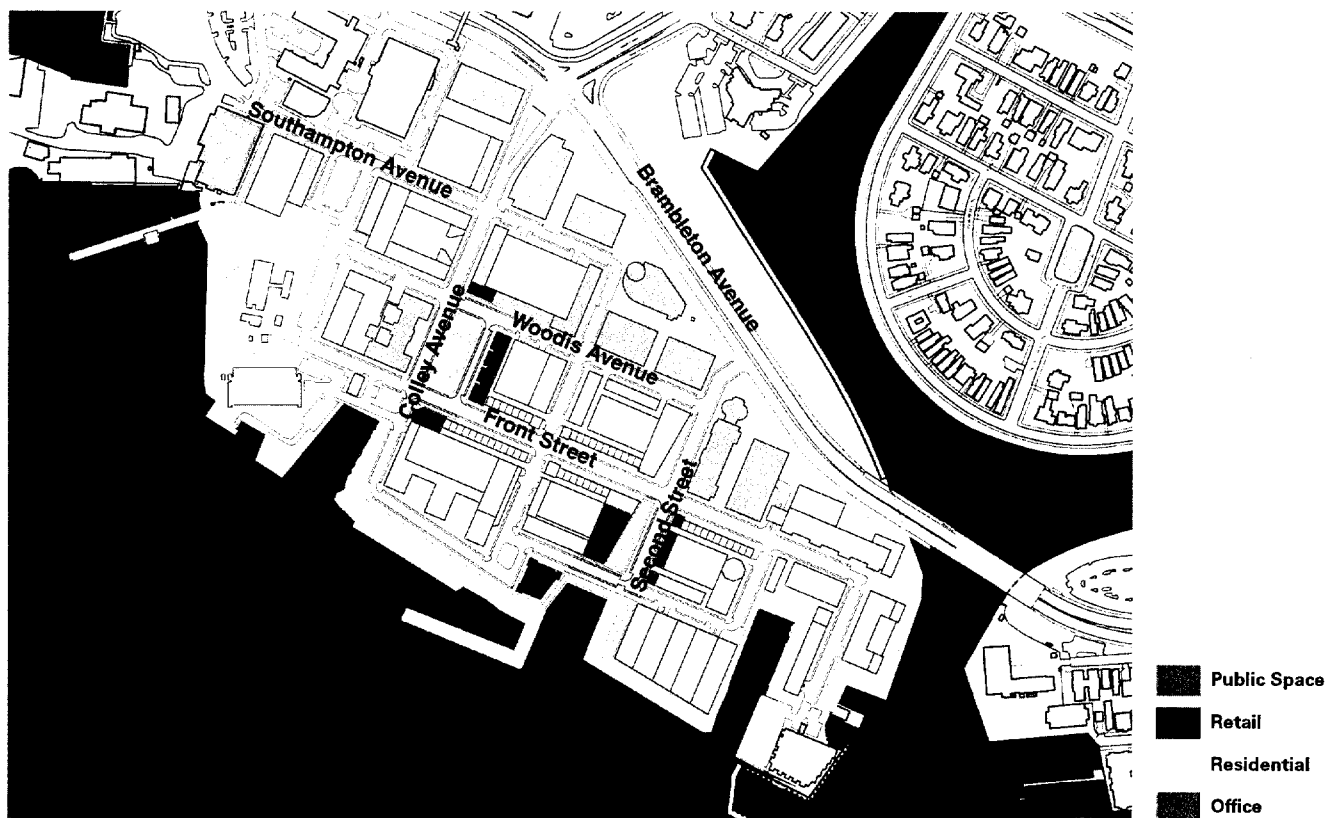
According to the *City Code Appendix A Zoning Ordinance, Chapter 8: Downtown Districts, 8-0:11 Site Specific Criteria*, the following criteria must be met:

- (h) Determination of the appropriate amount of ground floor uses provided given the specific location of the site.

Retail and entertainment uses should occupy the ground floor of buildings and

should be oriented around and along public spaces, such as the Town Square on Colley Avenue and the Second Street boat slip at the waterfront promenade.

Both places will provide convenience neighborhood retail and services. It is anticipated that restaurants with water views will be developed around the boat anchorage.



Appendices

I Chapter 8: General Regulations for Downtown Districts

8-0.1 Statement of Intent

50

The Downtown Districts are intended to protect and enhance the unique land use opportunities and relationships in downtown Norfolk as the business and cultural center of the city and region, and to achieve the following specific purposes:

- (a) To promote the objectives and policies set forth in the Downtown Norfolk Plan, the General Plan of Norfolk, and other officially adopted plans, and to encourage land use and development in substantial accordance with the concepts and design principals set forth therein;
- (b) To recognize the special complexity, and the interaction, of land uses in the downtown;
- (c) To reduce or prevent traffic congestion;
- (d) To facilitate the creation of a convenient, attractive and harmonious context of buildings and streets, pedestrian ways, parks and open spaces;
- (e) To protect the public interest in downtown Norfolk as a unique regional center and a principal source of jobs and tax revenues; and
- (f) To protect existing investment in the downtown, to protect and enhance access to and views of the Elizabeth River, to protect against destruction or encroachment upon downtown's notable and historic buildings, to promote vitality, activity, and safety on public streets and pedestrian ways, and to protect the downtown parks, esplanades and other amenities created by public investment.

All areas within the Downtown Districts are identified as being of significant impact and special and substantial interest to the public due to the concentration of critical economic activities, the unique historical and environmental features within them, sensitivity of the Elizabeth River and views of the waterfront, the unusual pedestrian environment necessary for the proper functioning of downtown activities, and the impact of traffic, parking facilities, and the potential for environmental pollution, therefore requiring special review by the city council and its advisory commissions and department staff. To this end a review system requiring a "downtown development certifi-

cate” is herein established as well as a system of incentives to promote excellence in design and public amenities based on a net to gross lot area measurement when applied to the calculation of allowable floor area ratio.

8-0.2 Downtown Districts Created

There shall be six downtown districts: D-1, the Downtown Waterfront District; D-2, the Downtown Regional Center District; D-3, the Freemason/Granby Conservation and Mixed Use District; D-4, the Downtown Cultural and Convention Center District; D-5, the Waterfront Mixed Use District, and G-1, Granby/Monticello Corridor District. (Ord. No. 41,318, § 2, 2-17-04)

8-0.3 Downtown Development Certificate Required

Except as expressly provided otherwise in this ordinance, no building or structure shall be located, constructed, or enlarged within the Downtown Districts until the city council has approved a downtown development certificate. Submission of an application on a form or forms provided by the zoning administrator shall be required for all development proposals within the Downtown Districts.

8-0.4 Floor Area Ratio Calculation

- (a) *Net lot area provisions.* In Downtown Districts, except as specified in section 8-0.4(b), net lot area, as defined in Article I, Chapter 2, shall be used as the basis for computation of maximum gross floor area through application of floor area ratios.
- (b) *Gross lot area provisions.* In Downtown Districts, gross lot area, as defined in Article I, Chapter 2, may be used as a basis for computation of maximum gross floor area through application of floor area ratios pursuant to the requirements of section 8-0.5. The maximum width of the adjoining permanent open space creditable to gross lot area in the Downtown Districts is specified in the bulk regulations for each Downtown District.
- (c) *Exclusions from floor area limitations.* The following areas

shall be excluded in calculating the maximum gross floor area permitted in each of the Downtown Districts:

- (1) Floor area in basements or cellars, as defined by the Uniform Statewide Building Code, shall be excluded.
- (2) Where internal spaces extend through more than one story of a building, the horizontal areas of such spaces shall only be counted for the floor on which actual access takes place.
- (3) With the approval of the city council, upon the recommendation of the planning commission, floor area devoted to parking may be completely or partially excluded from floor area ratio calculations, depending on whether the additional building bulk related to parking meets the urban design objectives as set forth in the Downtown Norfolk Plan, the general plan, other plans adopted by city council or established for the particular development pursuant to section 8-0.5(b).
- (4) With the approval of the city council, upon the recommendation of the planning commission, a building on the National Register of Historic Places, or a significant or contributing structure in a National Register Historic District, may have part or all of its existing floor area excluded from floor area ratio calculations in order to facilitate the preservation of the building.
- (5) Malls, arcades and plazas passing through buildings and providing general pedestrian access to other properties in the same or adjacent districts, or to multiple occupancies in the same building and at the same level, may be excluded from the maximum floor area calculation for each Downtown District if the city council, on the recommendation of the planning commission, finds that such accessways form part of a logical pedestrian circulation system in the area.

8-0.5 Submission Requirements

An applicant for a downtown development certificate shall file an application in accordance with the following requirements:

- (a) Preapplication conference (proposals based on net lot area).

Prior to formal application submission, the applicant shall have discussions with the zoning administrator concerning the nature of the project, requirements of this ordinance, and submission requirements for the specific project pursuant to the required review process as set forth in section 8-0.5(c).

(b) Preapplication conference (proposals based on gross lot area).

Prior to the formal application process pursuant to section 8-0.5(c), the applicant shall identify the site of the proposed project and present a preliminary concept of the project to the design review committee and planning commission so as to facilitate development of design guidelines to be incorporated during project design.

(1) Design guidelines for the specific site shall be established and forwarded to the applicant upon the initial site and concept review by the design review committee and planning commission. These guidelines shall be based on the criteria set forth in section 8-0.11.

(2) On or before completion of preliminary drawings of the project, the applicant shall submit such drawings and plans to the design review committee and planning commission for preliminary review of the project in terms of the established site design guidelines and criteria for review set forth in sections 8-0.9 and 8-0.10 respectively.

(3) Upon formal application pursuant to section 8-0.5(c), the design review committee and planning commission shall review the final project design and make a recommendation to the city council based upon criteria for review set forth in sections 8-0.9 and 8-0.10 and the established site design guidelines.

(c) Formal application. The application for a downtown development certificate shall be filed with the zoning administrator in order to obtain review and written comments from the department of city planning and codes administration and the city planning commission. The planning commission shall transmit the application with its recommendation to the city council for approval.

(d) Content of application. Each application shall contain at least the following information:

(1) The applicant's name and address and interest in the subject property.

(2) The owner's name and address, if different than the applicant, and the owner's signed consent to the filing of the application.

(3) The names and addresses of all professional consultants advising the applicant with respect to the proposed development.

(4) The street address and legal description of the subject property.

(5) The zoning classification and present use of the subject property.

(6) A written statement and accompanying material addressing each of the criteria for review set forth in sections 8-0.9 and 8-0.10 and such additional standards, if any, as may be imposed by the provisions of section 8-0.5(b) of this ordinance. The statement shall describe specifically how the proposed development relates to and then meets each applicable criterion.

(7) Such other and further information or documentation as the zoning administrator may deem to be necessary or appropriate to a full and proper consideration and disposition of the particular application.

8-0.6 Plans Required

In addition to the requirements of section 8-0.5(d) above, each application for a downtown development certificate shall be accompanied by detailed site plans, schematic architectural designs including elevations and sections, and maps or plans indicating the following:

(a) Physical and architectural relationships to surrounding development.

(b) Location, amount, character and continuity of open space.

(c) Protection of desirable principal views.

- (d) Convenience of access through and between buildings or in other locations where appropriate for public purposes and where such access will reduce pedestrian congestion on public streets.
- (e) Separation of pedestrian and vehicular traffic.
- (f) Landscape plans, reviewed and approved by the department of parks and recreation.
- (g) Location and dimensions of on-site signage.
- (h) Such other matters as are appropriate to determinations in the specific case.

In addition to the above materials, the applicant may be required to provide materials including charts, drawings, tables, narratives, technical analysis, and related documents as necessary for review of the criteria set forth in section 8-0.9 and in section 8-0.10, if applicable.

8-0.7 Fees

The fee for a downtown development certificate shall be established by the city manager as provided in Article IV, Chapter 19, section 19-4.

8-0.8 Review Procedure

Following the zoning administrator's receipt of the application for a downtown development certificate and his determination that it is complete pursuant to sections 8-0.5 and 8-0.6, the zoning administrator shall cause to have prepared a thorough review and analysis of the application and a written staff report with the assistance of the department of city planning and codes administration and other city departments as he determines necessary. The zoning administrator's written report shall be forwarded to the planning commission.

Recommendations and review comments on such applications shall be based upon compliance with the intent of the Downtown Norfolk Plan, the General Plan of Norfolk, and other officially adopted plans or ordinances of the city and, in particular, shall involve consideration of the intent of the district and the proposal's satisfaction of the requirements of the particular district in which the subject property is located and any district site design requirements if applicable.

- (a) *Planning commission action.* Upon receipt of the written staff report the planning commission, in connection with its plan review, may decide to hold a public hearing with public notice pursuant to the provisions of section 15-1.431 of the Code of Virginia as amended. After its review (with or without public hearing) the city planning commission shall forward its recommendation to approve, deny, or approve subject to modification, to the city council along with written findings of fact supporting its recommendation.
- (b) *City council action.* Upon receipt of the planning commission's recommendations and findings, the city council shall decide to approve, deny, approve subject to modification, or remand the application back to the planning commission for its review of specific changes the applicant may wish to make to the application based on his own, planning commission, or city council suggestions.

8-0.9 Criteria for Review

In reviewing and making their recommendation to city council concerning downtown development certificates pursuant to section 8-0.3, the department of city planning and codes administration and the city planning commission shall consider the following criteria:

- (a) Use characteristics of the proposed development, including provision for ground-floor active uses and continuity along street fronts in various Downtown Districts and provision of residential uses in applicable Downtown Districts.
- (b) Preservation of historic structures and districts; preservation of significant features of existing buildings when such buildings are to be renovated; relation to nearby historic structures or districts including a need for height limits.
- (c) Location and adequacy of off-street parking and loading provisions, including the desirability of bicycle parking.
- (d) Traffic generation characteristics of the proposed development in relation to street capacity.

- (e) The provision of open space to meet the requirements of the district; the location, design, landscaping and other significant characteristics of this public open space, and its relation to existing and planned public and private open space.
- (f) Pedestrian circulation within the proposed development and its relation to downtown public open space and pedestrian circulation patterns, particularly to plans for pedestrian connections via arcades, bridges or other provisions.
- (g) Architectural relationships, both formal and functional, of the proposed development to surrounding buildings, including building siting, massing, proportion, and scale.
- (h) Microclimate effects of proposed development, including effects on wind velocities, sun reflectance, and sun access to streets and/or existing buildings and/or public open space.
- (i) Protection of significant views and view corridors.

**8-0.10 Criteria for Review
(proposals based on gross lot area)**

If a downtown development certificate is sought pursuant to section 8-0.4(b), the following criteria shall be considered in addition to the criteria in section 8-0.9 and specific site criteria established pursuant to section 8-0.11:

- (a) Architectural integrity of the entire development, including materials, colors, massing, detailing, and other architectural features.
- (b) Architectural relationships to surrounding development concerning materials, facade treatments, colors, fenestration treatment, parapets and other aspects of building tops, and adherence, if applicable, to approved Downtown Design Guidelines and established site guidelines.
- (c) Relationship of on-site lighting and landscaping to other surrounding lighting and landscaping designs both public and private.
- (d) Relationship of on-site signage to architectural elements of the proposed development and relationships to adjacent development.

8-0.11 Site Specific Criteria

In addition to the review criteria in sections 8-0.9 and 8-0.10 above, the design review committee and planning commission, pursuant to section 8-0.5(b), may develop site specific guidelines based on the following criteria:

- (a) Adherence to specific policies included in the General Plan of Norfolk and Downtown Norfolk Plan.
- (b) Appropriate height or setback of the proposed development in relation to adjacent or nearby historic structure(s).
- (c) Proper relationship of building footprint and open space on a particular site to adjacent existing or proposed development(s).
- (d) Provision of site features and orientations that contribute to overall pedestrian circulation needs in the area.
- (e) Provision of appropriate vehicular access to the site.
- (f) Harmonious relationships between buildings on the site to protect the provision of light, air, and views.
- (g) Determination of the appropriate amount and location of parking on the site.
- (h) Determination of the appropriate amount of ground floor uses provided given the specific location of the site.

8-0.12 Open Space

The term open space shall be construed to consist of open space amenities and spacing between buildings. Open space amenities include plazas, esplanades, landscaped areas, pools or other water features, arcades, and the like designed and maintained for use by pedestrians and open to the public. Such open space amenities shall not be open to vehicular use and should be directly accessible from street level. Where feasible, open space shall be designed to serve as part of a coordinated pedestrian circulation system.

- (a) *Landscaping standards for open space amenities.*

(1) Unless otherwise specified in this chapter, the standards set forth in Article III, Chapter 17 shall govern the provision of required landscaping in the Downtown Districts.

(2) One tree (2 1/2 to 3 1/2 inches caliper at the time of planting, or an alternative size approved by the department of parks and recreation and the planning commission) for every 500 square feet of required open space to be located in the open space.

(3) A minimum of 25 linear feet of seating for every 1,000 square feet of required open space which shall be more than 12 inches and less than 30 inches in height and not less than 16 inches in depth. Seating which is more than 28 inches in depth and accessible from two sides shall count double. Movable chairs shall count as 2-1/2 linear feet.

(4) At least 1/2 of required open space shall be within three feet of street grade.

(5) A minimum of 1/4 of the required open space shall be provided as water or landscaped with groundcover, shrubs, or flowers.

(6) There shall be one water tap for every 10,000 square feet of landscaped open space.

(7) There shall be one trash receptacle for every 5,000 square feet of open space.

(8) Open space devoted to water use (pools and fountains) may be excluded from the preceding calculations.

(b) Spacing between buildings. In order to protect and enhance the unique pedestrian environment of the Downtown Districts, the following building spacing requirements shall apply.

(1) Streets designated to build to the front property line. Any building or structure constructed on the streets or street segments listed below shall be constructed so that a minimum of 75 percent of the building frontage abuts the front property line, and in cases where such lots contain one or more interior lot line, such building shall extend to each interior side lot line.

Streets

Main Street, Granby Street, and Plume Street in the D-2, Downtown Regional Center District. All streets in the D-3, Freemason/Granby Conservation and Mixed Use District east of Boush Street, except Granby Street where build-to lot line shall be on 100 percent of frontage. Along the north side of Front Street in the D-5, Waterfront Mixed Use District. Monticello Avenue and Granby Street in the G-1, Granby/Monticello Corridor.

(2) Walls containing windows. Except in the case of a front building facade, walls containing windows shall be set back from side lot lines by 30 feet. In cases where proposed new buildings are to be built on one or more interior side lot lines which are adjacent to lots already containing a building with windows in an interior side wall, the building shall be set back from the common interior lot line by a minimum of 30 feet. (Ord. No. 41,318, § 2, 2-17-04)

8-0.13 Required Use of Ground Floor Areas

In order to promote pedestrian activity, increase visibility of activity from interior of buildings to the streets, and enhance public safety along certain streets and pedestrian ways in the Downtown Districts, where designated in individual Downtown Districts, a minimum of 50 percent of the total area of ground floor facades along principal streets and pedestrian ways shall be transparent from the street and no less than 65 percent of the ground floor area of any building shall be devoted to one or a combination of the following required ground floor uses:

- (a)** All retail uses that are permitted in the Downtown Districts generally.
- (b)** Display windows, display rooms for merchandise.
- (c)** General offices/professional offices/government offices.
- (d)** Professional and retail services.
- (e)** Financial institutions.
- (f)** Art galleries, studios, museums.
- (g)** Restaurants, full service and carry out.

- (h) Day care centers.
- (i) Health and fitness facilities.
- (j) Educational uses.

8-0.14 Transfer of Development Rights

In Downtown Districts transfer of development rights of portions of net lot area between adjoining lots in separate ownership may be permitted by special exception. Where two or more lots in separate ownership in the same district adjoin in contiguous street frontage without an intervening public street or alley, development on such lots may be permitted as though they were a parcel in single ownership. Such development shall not alter the effect of regulations applicable in the district in the area under agreement as a whole, but may alter the effect on individual lots within said area; provided, however, that at the edges of such area, the relation to adjoining property shall be the same as where there is regulation applied on a lot-by-lot basis.

- (a) Application for transfer of development rights. The application for transfer of development rights shall include a plan demonstrating that the development as a whole conforms to the regulations for the district in such a manner that light, air, view, privacy, access, density or land use intensity, height, bulk, off-street parking and other objectives of public control are satisfied to an equivalent or higher degree than if regulated on a lot-by-lot basis. The plan shall also indicate that the effect on adjoining lots will be the same, or of lesser adverse effect, than if regulation within the area were on a lot-by-lot basis.

In addition, the application shall include an agreement binding the applicants and their successors in title, individually and collectively, to maintain the pattern of development proposed in such a way as to conform with applicable regulations. The right to enforce such agreement shall also be granted to the city.

- (b) Findings required. If city council finds that the proposed development as a whole conforms to the intent and

requirements set forth above and in general provisions concerning special exceptions, and that the proposed agreement (which shall be subject to approval by the office of the city attorney) assures future protection of the public interest and the achievement of public objectives to the same or a higher degree than would application of the regulations to the individual properties, the special exception may be granted in accordance with the provisions set forth in Article V, Chapter 25 of this ordinance.

- (c) Recording. Notation concerning the special exception, indicating number and date, shall be made on the official zoning map, showing the extent of the properties covered. A copy of the plan and agreement shall be filed in the office of the zoning administrator for future guidance on administration and as a public record. The plan and agreement shall also be recorded with the clerk of the circuit court of the city.

8-0.15 Waiver of Certain District Regulations

An applicant may file for a waiver from conformance with certain requirements of Downtown Districts as defined in section 8-0.16. The planning commission may recommend and the city council may approve such waivers upon making the following findings:

- (a) That the application submitted, while not strictly in accord with certain general regulations, meets public purposes, is not contrary to planning principals contained in the adopted Downtown Norfolk Plan or General Plan of Norfolk, and provides public protection to an equivalent or greater degree; or
- (b) That in the particular circumstances of the case, strict application of a regulation or regulations is not necessary for the accomplishment of public purposes or the provision of public protection, at the time or in the future.

8-0.16 Regulations for Which Waivers Are Permitted

Waivers may be granted only for the following regulations in Downtown Districts:

- (a)** Yard requirements, including “build-to” requirements.
- (b)** Required open space.
- (c)** Lot line window requirements.
- (d)** Off-street parking and loading requirements.
- (e)** Amount or extent of required use of ground floor areas.
(Ord. No. 39,103, § 1, 4-14-98)

II 8-5 Waterfront Mixed Use District D-5

8-5.1 Purpose Statement

The D-5 District is intended to promote the transition of this area, historically known as Atlantic City, from predominately heavy industrial uses along the waterfront to residential, office, retail, and institutional uses more consistent with the mixed uses in the other downtown districts, while protecting views of the Elizabeth River and creating places for public access to the waterfront. This transition will be accomplished through public-private initiatives including changes in land uses and improvements and upgrades in supporting public infrastructure.

8-5.2 Permitted Uses

All uses listed as permitted in the D-5 District shall be permitted only after review and approval pursuant to the provisions of section 8-0.8. Uses permitted in the D-5 District are set forth in the Table of Principal Uses for Downtown Districts found at section 8-6.

8-5.3 Special Exception Uses

The uses specified as special exceptions in the Table of Principal Uses for the D-5 District found at section 8-6 shall be permitted in the D-5 District with a special exception provided they are approved pursuant to the standards and procedures for special exceptions set forth in Article V, Chapter 25 and comply with all other applicable requirements of this ordinance.

8-5.4 Required use of ground floor areas

The requirements of section 8-0.13 shall apply to all buildings, except residential buildings including continuing care retirement communities, which abut and which have facades oriented to the north side of Front Street along those frontages designated as having a build-to-line.

8-5.5 Accessory Uses

Uses that are customarily accessory to the above permitted uses and clearly incidental are permitted.

8-5.6 Minimum Lot Area

The minimum lot area permitted in the D-5 District is two (2) acres.

8-5.7 Bulk Requirements

Bulk regulations in the D-5 District include floor area ratio (FAR), building height, building placement, yard requirements, lot coverage, and required open space. The FAR, building height and placement standards, yard and lot coverage requirements for this district are as follows:

- (a) Floor area ratio: 3.5 for residential; 4.0 for continuing care retirement communities excluding floor area devoted to parking; 2.0 for all other uses; maximum combined FAR for a mixed use building: 4.0. There are no permanent open spaces that can be included in gross lot area under section 8-0.4(b).
- (b) Minimum building height on the north frontages of Front Street, covered by the build-to line: 20 feet. Portions of buildings, except residential buildings including continuing care retirement communities, on the north side of Front Street that exceed 50 feet in height must be set back at least 20 feet from the lot line along Front Street. There are no other building height requirements.
- (c) Building placement requirements: Buildings on the south side of Front Street, located opposite the intersection of Front Street with 3rd and 2nd streets, should be placed in such a way that they terminate the vistas looking south along these streets in an appropriate manner. The location of buildings in conjunction with required open space is to be accomplished in such a way as to create view corridors to the Elizabeth River from Front Street. Portions of buildings on the north side of Front Street that exceed 50 feet in height must be set back at least 20 feet from the lot line along Front Street. There are no other building placement requirements.
- (d) Yard requirements: None, except build-to lot line on 75 percent of the frontage along the north side of Front Street.
- (e) Maximum lot coverage by buildings other than continuing care retirement communities: 80 percent of net lot area.

- (f) Notwithstanding the provisions of Article III, Chapter 12, structures existing on the date of adoption of these regulations may be rebuilt, relocated, renovated, or modified on the same zoning lot at anytime after the enactment hereof, provided that total building square footage located on the zoning lot is not increased. 59

8-5.8 Required Open Space

Minimum open space, except for continuing care retirement communities, shall be provided equivalent to 20 percentage [percent] of net lot area. Portions of the net lot located within view corridors must be utilized for the open space requirement. 8-5.9 Off-street parking and loading. All loading and maneuvering space and activities shall be concealed from streets, public open space, and pedestrian ways, and be located within building lines. No parking shall be located within 100 feet of the southern district boundary along the Elizabeth River unless separated from the river by a public right-of-way. Off-street parking is required to in this district as provided in Article III, Chapter 15, with the exception that two parking spaces per dwelling unit are required for all residential uses.

8-5.10 Signs

Signs in this district shall be in accordance with the regulations set forth in Article III, Chapter 16. (Ord. No. 39,103, § 2, 4-14-98; Ord. No. 41,203, § 3, 10-28-03)